



Community Safety and the Night Time Economy

Funded by the Office of the Police and Crime Commissioner, Gloucestershire

*Conducted by a research team from the School of Natural and Social Sciences,
University of Gloucestershire*

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Executive summary

Overview

This report presents the findings from a three-year project that examined issues related to crime, crime reduction, and community safety in Gloucestershire's Night Time Economy. 'Night Time Economy' (NTE) is the term used in this report to refer to economic activity that takes place between 6pm and 6am. The project was funded by the Office of the Police and Crime Commissioner for Gloucestershire between September 2014 and December 2017, and was conducted by a research team from the school of Natural and Social Sciences at the University of Gloucestershire.

Aims

The project had three aims, which are represented in this report as follows:

1. To assemble a comprehensive picture of crime and safety in Gloucestershire's Night Time Economy
2. To identify and examine the crime reduction and community safety initiatives that are in place in Gloucestershire's two largest Night Time Economies
3. To design an assessment tool for the OPCC to use when reviewing new NTE initiatives in Gloucestershire

Approach

This report draws upon a range of data collected by the research team during the course of the project. These were: surveys of those that use and work in the NTE in Cheltenham and Gloucester; in-depth interviews with key members of crime reduction and community safety initiatives in the NTE and with other bodies associated with the NTE; and a multi-year analysis (comprising surveys, interviews and incident analysis) of a case study spanning 2014-2017.

A large scale 'public survey' was deployed to gather views from Gloucestershire's public on issues of crime and safety in the NTE ($n=448$). A second survey was used to gather views on similar topics from those working in businesses that operate in the NTE's in Gloucester City Centre and Cheltenham Town Centre ($n=30$). A third survey was used to gather views from workers in businesses located in Gloucester's Business Improvement District concerning the recently introduced City Protection Officer initiative ($n=42$).

In-depth interviews were conducted with individuals involved in recognised crime reduction and community safety initiatives operating in the County or employed by public or charitable bodies with a role that encompasses activities directly relevant to NTE crime reduction and safety.

A case study analysis of the Gloucester City Safe Business Crime Reduction Partnership is used to provide detailed insight in to the operation and achievements of a successful crime reduction mechanism in place in the county. The research team collected data in 2014, 2015, 2016, and 2017 comprising: 2167 public surveys and 149 interviews with partnership members. Data concerning 4523 incidents reported to the partnership between June 2014 and May 2017 are also considered here.

Crime and associated issues in Gloucestershire's main Night Time Economies

Survey respondents were most concerned with the anti-social behaviour that is occurring in the centre of Gloucester and Cheltenham during the NTE hours. In both locations, anti-social behaviour was most commonly identified as the 'biggest crime' problem by public survey respondents and business survey respondents. This echoed the fact that, according to police recorded crime data, this is the most prevalent type of crime in these locations.

'Alcohol' was most commonly identified as the 'biggest cause of crime' in both locations by public survey respondents. All key stakeholders interviewed for this research stated that excessive alcohol consumption was a major cause of the problems associated with the NTEs in Cheltenham and Gloucester. Respondents noted problems with assaults, public order, anti-social behaviour, litter, criminal damage and excessive noise all being linked to the issue of alcohol consumption. Many referred to the culture of pre-loading or the availability of cheap alcohol as a factor within this. The geographical concentration of licenced venues in Gloucester was also noted to be a significant factor in this location.

Survey respondents were also concerned with drug offences. This was the second most common response from public survey and business survey respondents in Gloucester and Cheltenham to the question on what they regard as the 'biggest crime' problem in the NTE in their location. Drugs were also identified by many public and business survey respondents as a cause of crime in the NTE. Drug use, both in isolation and in combination with excessive alcohol, was also noted by the key stakeholders that were interviewed to be a cause for concern.

Safety and Policing in Gloucestershire's Night Time Economy

Public survey respondents were asked to rate their feelings of safety during their last visit to the NTE in Gloucester or Cheltenham using a scale of 1-5 (1 being unsafe and 5 being very safe). The most common response for both groups of respondents was '4' out of '5' (selected by 32% of those who had visited Gloucester's NTE and 50% of those who had visited Cheltenham's NTE). 50% of those who had visited Gloucester and 78% of those that visited Cheltenham selected '4' or '5', indicating that there is a reasonably high degree of perceived safety among those visiting the main NTEs in the county. However, 50% of those who had visited Gloucester's NTE selected either '1', '2', or '3' on this scale (as opposed to 22% in Cheltenham). There was found to be greater variation in views on safety among respondents that had visited Gloucester's NTE than among those that had visited Cheltenham's NTE.

Factors that made public survey respondents feel more or less safe tended to concern: a specific location within the City or Town Centre; particular environmental characteristics; particular persons or particular behaviours; or something directly attributed to the police or an NTE crime reduction/safety initiative. The presence or absence of adequate street lighting and a companion were commonly mentioned as factors associated with feelings of safety, as was the negative impact of coming in to contact with individuals who had consumed excessive levels of alcohol. Although feelings of safety did not appear to vary significantly according to awareness of police presence at a sample level, there were many respondents for whom the absence or presence of the police in the NTE played a part in their judgements about safety. Feelings of safety did not appear to vary significantly according to awareness of a NTE crime reduction/community safety initiative, or views on effectiveness of such initiatives. However, in comparison to the sample as a whole,

proportionately more of those that saw 'shoplifting or theft' as the NTE's 'biggest problem' reported higher feelings of safety, and proportionately more of those that saw 'Violent offences' or 'Criminal Damage' as the NTE's 'biggest problem' reported lower feelings of safety.

Business survey respondents noted similar factors when considering feelings of safety. Factors that made these respondents feel unsafe tended to concern intoxicated persons, intimidating and threatening behaviour and a lack of police or security presence. The presence of security staff and the police was the main factor noted by those working in the NTE as increasing their feelings of safety. The presence or absence of adequate street lighting and CCTV and police and security staff was also mentioned by key stakeholders during the interviews as playing a part in public judgements of safety.

Examining the crime reduction and community safety initiatives in Gloucestershire's NTE

Efforts to establish a safe, low crime Night Time Economy in Gloucestershire have come from a combination of various local and national initiatives, and through contributions from a number of groups and organisations. Close working arrangements between the licencing authorities in Gloucester and Cheltenham, the licensing officers and many others at Gloucestershire Constabulary, NTE licenced premises in Gloucester and Cheltenham and various other stakeholders have played an important part in this. Multi-agency collaboration and information sharing has helped achieve improved management processes, resolve licensee trading issues and noise issues and tackle specific issues through the use of tools such as breathalysers and drug swabs. Of particular note are the achievements of the Late Night Levy (LNL) in Cheltenham and the Business Improvement Districts (BIDs) in Gloucester and Cheltenham. These levy funding models have supported or continue to support the majority of NTE crime reduction and community safety initiatives in the county and played a part in the Purple Flag Status applications (secured in Cheltenham and in process in Gloucester) and the introduction of the Best Bar None scheme (in place in Gloucester and in process in Cheltenham).

The report conducts an in-depth examination of nine initiatives, each concerned with tackling crime and/or increasing community safety in the NTE in Gloucester or Cheltenham. The initiatives were:

- Cheltenham Night Safe
- Student Community Patrol, Cheltenham
- Pittville Patrol, Cheltenham
- Cheltenham Guardians
- Street Pastors
- #AskAngela
- Gloucester City Safe
- Gloucester Nightsafe
- Gloucester City Protection Officers

The framework employed here to examine these crime reduction and community safety initiatives draws upon two robust and rigorous approaches to crime reduction initiative evaluation. The resulting framework is intended to be a tool for examining the processes and functions of an existing initiative, and is organised into eight criteria:

- Purpose and background
- Implementation
- Operation
- Resources, cost and sustainability
- Key achievements
- Community engagement and awareness
- Effectiveness
- Limitations/areas for improvement

The findings from each initiative examination are presented in section 6 of this report, but some of the broader lessons of best practice and successful operation for NTE crime reduction and community safety are summarised here (and discussed in full in section 7 of this report):

- Community consultation and involvement was found to play a significant part in the successful implementation of an initiative. The design of a new initiative should involve drawing upon evidence of best practice, bringing together (and then enhancing) existing networks, and considering ways in which participation can be encouraged and awareness increased. Involvement in an initiative can play an important part in strengthening community cohesion and increasing feelings of safety and security within the community.
- Start-up revenue is critical. The OPCC has played a significant part in supporting many of the initiatives considered in this report. The early appointment of a dedicated coordinator (where appropriate) can help ensure that sufficient attention is given to the management of resources and to the sustainability of an initiative from its inception.
- Initiatives require sustained community support and buy-in. For many of the initiatives considered in this report, successful publicity and awareness raising among the public came in part from the effective use of social media.
- Information sharing is an important part of successful operation. Not only does this involve effective use of radio networks and online resources (both during and after the NTE trading time periods) but this requires agreed arrangements with the police, with community groups and with other initiatives. In the case of Gloucester City Safe, encouraging information sharing and active participation (and working hard to make this an easy process for members) helped facilitate an increased sense of community cohesion and feelings of safety and security for its members.
- Operation must be sustainable. Where applicable, membership fees must cover costs but at the same time not deter prospective members. There is a significant reliance on volunteers across the initiatives considered in this report, and it is therefore vital that each initiative has a sustainable core, either in the form of a paid coordinator or a long-term volunteer.

Drawing upon the findings from the in-depth examinations conducted in section 6 and synthesised in sections 7.1 – 7.4 of this report, the research team have developed an evidence-based tool designed for the OPCC to use when assessing (and considering whether to support) new NTE crime reduction and community safety initiatives. This Red-Amber-Green assessment tool is presented in section 7.5 of this report.

Areas for sustained activity and/or further attention

The findings from this report point to a number of areas where sustained activity is important or where further attention is required.

- **Increasing awareness of NTE crime reduction and community safety initiatives among members of the public.**

With its partners, the OPCC should continue with efforts to increase awareness of the initiatives that are in place across the county that are tackling crime and increasing community safety in the NTE. Initiatives such as those considered in this report are at their most effective when the public are aware of them. High levels of public awareness both facilitates information sharing and reporting and is likely to act as a deterrent. Of the public survey respondents, only 64 (14%) were not aware of any of the initiatives that the survey contained questions concerning. Although this represents some degree of success, all public respondents were users of the NTE and none of the initiatives surpassed an awareness level of 62% within this sample, suggesting that there is more work to be done here.

- **Closer integration and strategic alignment of activity between NTE initiatives**

There is a small amount of duplication in effort, coverage and focus across the initiatives that were examined in this report. There are also areas where there would be value in closer alignment among and collaboration between these initiatives. There would be merit to a strategic mapping exercise contributed to by all initiatives to facilitate a more coordinated, cohesive and complimentary coverage in terms of roles, remits, shift patterns, geographies and approaches. Consideration could be given to integrating sanctions, bringing together day time and night time initiatives and coordinating activity across the county. This could also play a part in combating offender displacement. A move to require all licensees to be part of one of the county's main NTE crime reduction initiatives should also be considered.

- **The addition of further alcohol free 'safe spaces' in Gloucestershire's NTEs**

The Late Night Levy in Cheltenham has provided support to a new alcohol free venue in Cheltenham: the 'Sober Parrot'. A Gloucester venue, 'The Cavern', is another late night alcohol-free venue in the county, offering music and regular youth club nights. Such venues form an important part of the national move to establish 'safe spaces' for those using the NTE. Safe Space initiatives can involve volunteers, paid staff, St John's Ambulance, paramedics basing themselves in buses, cabins, trailers, buildings or hospitals to provide a place of safety and/or medical treatment to those who require such things. This could be an area where additional activity is required in Gloucestershire.

- **Addressing concerns about reduced police activity**

Significant effort, resource and financial support has gone in to the pluralised policing efforts in place in Gloucestershire's NTE. The large majority of the initiatives that contribute to this are supported by the OPCC either directly or via another mechanism. These initiatives represent a shift in the police and the community's approach to the policing of the NTE rather than a material reduction in the combined policing effort in the county (which some of the public survey respondents believed to be the case). It is important, therefore, that such initiatives and efforts are presented as part of the policing activity that those operating in the NTE deliver in partnership with the police, and that these messages are used to reassure those with concerns about reduced police activity.

- **On-going analysis of problems, cluster points and congestion in the NTE**

The efforts of the police and others to understand the problems that are occurring in Gloucestershire's NTE and the environmental factors that are contributing to these problems have been considerable. However, analysis of a crime or safety related problem, and of the environmental and physical characteristics of relevance to a problem, is not something that should be ever treated as 'complete'. Such problems are not static, and as they evolve and change so too should the

strategies designed to combat them. As businesses open and close and NTE destinations vary in popularity the places where people cluster and congregate may change subtly requiring approaches to tackling crime and increasing community safety to evolve. Venue concentration in Gloucester requires a different approach than the more dispersed layout of Cheltenham, and the continued efforts of the police and planning and licensing authorities to examine these geographical locations in detail and tackle these issues are required here.

- **Integrated crime reduction to facilitate desistance and community cohesion: Lessons from Gloucester City Safe**

The Gloucester City Safe scheme has achieved a range of successes and the learning from their model and operation should be shared. Not only are members committed to the scheme (in terms of reporting relevant incidents and sharing information), but their use and support of its sanctions are central to the impact that a non-police led/legally enforceable punishment can have within a community. The large majority (83%) of offenders desisted from further offending following a first sanction from the scheme. The shared application of situation crime prevention methods here has played an important part in strengthening community cohesion and increasing feelings of safety and security among members of the scheme. The heightened awareness of offenders and their behaviour that members identified as a benefit of the scheme illustrates how members have been successfully mobilised to support efforts to prevent the crimes that affect others.

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1. Introduction

1.1 Context

'Night Time Economy' (NTE) is the term used in this report to refer to economic activity that takes place between 6pm and 6am. Gloucestershire's NTE is busy and diverse, is used by many consumers and is an important employer for the County's residents. However, issues concerning crime, disorder, excessive alcohol consumption and emergency services activity are common place in Gloucestershire's NTE. As a result of this, crime reduction and community safety in this environment are key concerns for the Office of the Police and Crime Commissioner for Gloucestershire (OPCC) and for Gloucestershire Constabulary.

This report is the product of a three-year project that examined issues related to crime, crime reduction and community safety in Gloucestershire's NTE. The project was funded by the Office of the Police and Crime Commissioner for Gloucestershire between September 2014 and December 2017 and was conducted by a research team from the school of Natural and Social Sciences at the University of Gloucestershire. The findings in this report offer detailed insight in to the views of the public that uses the NTE, of those that work in the NTE, and of those involved with the County's main crime reduction and safety enhancing interventions that operate during the NTE.

1.2 Aims of project

The project had three aims, which are represented in this report as follows:

1. To assemble a comprehensive picture of crime and safety in Gloucestershire's Night Time Economy

Through a series of public surveys and business consultations, and using interviews with key stakeholders and data on crimes rates in Gloucestershire, this report presents a detailed account of crime and safety in Gloucestershire's two main Night Time Economies.

2. To identify and examine the crime reduction and community safety initiatives that are in place in Gloucestershire's two largest Night Time Economies

Through desk-based research, interviews with key stakeholders and the use of public and business sector surveys, this report presents a systematic examination of nine crime reduction initiatives operating in Gloucestershire. It also provides a detailed case study of one of these initiatives, Gloucester City Safe.

3. To design an assessment tool for the OPCC to use when reviewing new NTE initiatives in Gloucestershire

In section 7 of the report, learning from the examination of the NTE crime reduction initiatives (conducted in section 6) is synthesised and organised into a tool that can be applied by the OPCC and others when seeking to assess new NTE initiatives in Gloucestershire.

1.3 Overview of report's contribution to OPCC priority areas

The Police and Crime plan 2013-17 describes six priority areas. Under the priority 'safer days and nights for all', there are two strategic objectives identified:

- 'To better manage the Gloucestershire Night Time Economy, with alcohol related crime and disorder being reduced', and;
- 'That everyone should be able to go out to our parks, pubs and streets without fear'.

This report presents data that will help understand and address both of these objectives. The key actions that are listed in the Police and Crime plan under 'safe days and nights for all' were the starting point for this project. The project's data collection activities and the approach employed were designed to ensure that insight was generated in each of these areas of key action. Table 1 maps these key actions against the project's activities.

Table 1: 'Safe days and nights for all' key actions mapped against project activities

| Key action | Project activity |
|---|--|
| <ul style="list-style-type: none"> Ensuring that the police maintain a strong and visible focus on dealing with violent crimes committed in public places. | <p>This report includes analysis of: public awareness of police presence and views on safety; business awareness of police activity, contact with the police and views on police effectiveness; and views from key stakeholders involved in crime reduction activities on police activity and engagement.</p> |
| <ul style="list-style-type: none"> Generating public awareness of the true position in relation to crime and safety across the county so that a balanced and proportionate view can be taken by citizens as to the risk areas and how to sensibly reduce those risks. Seeking to promote a night-time offer across Gloucestershire which is diverse and not solely focussed on drinking establishments so as to encourage a wider number and mix of people to enjoy this offer. Promoting schemes where people living with disabilities who would like to access the Night Time Economy or other recreational opportunities but lack the confidence or physical ability to do so alone can be supported. | <p>Views on safety, crime problems and causes of crime were gathered from members of the public that use the NTE in Gloucester and Cheltenham and from businesses that operate in these NTEs. This insight will help the PCC and others understand and increase public safety, and can be used to foster a diverse and accessible NTE across the County.</p> |
| <ul style="list-style-type: none"> Identifying communication channels which appeal to and can therefore engage all age groups who are users of the pubs and clubs in our city and towns including distributing information at work and learning locations. | <p>This action is explored through the examination of NTE crime reduction and safety initiatives, their efforts to communicate and coordinate, and the reflection of those involved on information sharing activities.</p> |
| <ul style="list-style-type: none"> Encouraging initiatives, such as taxi marshals, Street Pastors, alcohol free zones or pub watches which aim to minimise the disruption caused by excessive alcohol consumption or to mitigate the harm caused to people affected. | <p>A number of the crime reduction and safety initiatives examined in this report are focused partially or wholly on reducing the disruption caused by excessive alcohol consumption and reducing the harm that this can cause. Learning around the approaches employed is presented in this report.</p> |
| <ul style="list-style-type: none"> Ensuring co-ordination with street-lighting, CCTV, licensing and planning teams across Gloucestershire's public sector agencies and partnerships to maximise safety and a feeling of being safe, day and night. | <p>Views on coordination, partnership and communication between agencies and initiatives are explored through key stakeholder interviews and through the business surveys.</p> |
| <ul style="list-style-type: none"> Developing a greater awareness of behaviour which can lead to disorder or violent crime in public places (such as pre-loading with alcohol before an evening out or the misuse of psycho-active drugs) as well as working to manage such behaviours. | <p>All the fieldwork activity contained questions or points of enquiry relevant to this action.</p> |
| <ul style="list-style-type: none"> Disseminating to relevant agencies learning and good practise based on evidence of what works on how alcohol related violence can be prevented, reduced or mitigated. | <p>This report synthesises and presents best practice and lessons learned from in-depth examinations of the crime reduction and safety initiatives that are in place in Gloucester and Cheltenham NTEs. This includes learning around alcohol related violence and disorder.</p> |
| <ul style="list-style-type: none"> Within the spirit of this plan, working with Community Safety Partnerships in district areas to formulate local action plans to build confidence that Gloucestershire is a safe place to live, work, learn and visit. | <p>The learning presented in this report concerning the approaches taken in different parts of the county can be used to help local action plans draw upon successful approaches.</p> |

1.4 Structure of the report

This report is set out in the following manner:

Section 2 – Approach and sample: This section of the report details the approach to data collection and the size and composition of the samples achieved.

Section 3 – Crime and associated issues in Gloucestershire’s main Night Time Economies: This section of the report uses police crime data, public survey data, business survey data and stakeholder interview data to examine the perceived and actual prevalence of particular crimes and associated issues in the NTE in Gloucester and Cheltenham.

Section 4 – Safety and policing in the Night Time Economy: This section of the report uses public survey data, business survey data and stakeholder interview data to examine issues around perceptions of safety and policing in the NTE in Gloucester and Cheltenham.

Section 5 – A case study: Gloucester City Safe: This section of the report details a four-year case study of one scheme currently operating in the county, Gloucester City Safe. It explores the achievements of the scheme and the experiences of its members.

Section 6 – Examining the crime reduction and community safety initiatives in Gloucestershire’s NTE: This section of the report provides an overview of efforts to tackle crime reduction and community safety in Gloucestershire’s NTE, and employs a unique framework to examine nine initiatives.

Section 7 – OPCC assessment tool for new NTE initiatives: This section of the report draws upon the findings from Section 6 to present an assessment tool to be used by the OPCC when assessing proposals for new NTE initiatives.

Section 8 – Conclusions: The report concludes by identifying a number of areas where sustained activity is important or where further attention is required.

2 Approach and sample

This report draws upon a range of data collected by the research team during the course of the project. The three main sources of data were: surveys of those that use and work in the NTE in Cheltenham and Gloucester; in-depth interviews with key members of crime reduction and community safety initiatives in the NTE and with other bodies associated with the NTE; and a multi-year analysis of a particular case study spanning 2014-2017. The report also makes use of supplementary data including analysis of police recorded crime data.

2.1 Surveys of Gloucestershire's NTE

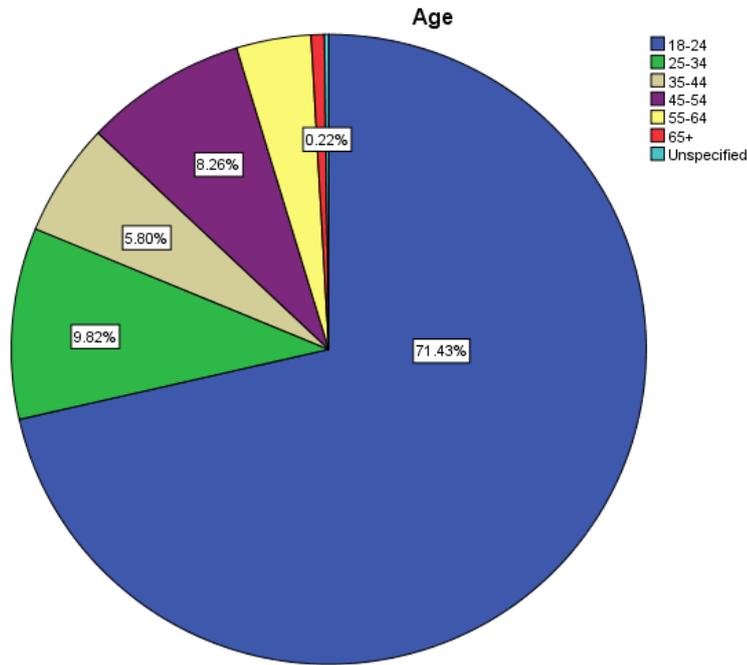
The principle surveys of Gloucestershire's NTE were in two parts. The first was a large-scale survey of public views concerning crime and safety in the NTE. The second concerned similar topics but was designed for those working in Gloucestershire's NTE. A third survey was conducted in February 2018 to gather views from Gloucester's Business Improvement District (BID) members concerning the recently introduced City Protection Officer (CPO) initiative. The data collected through each survey is described below.

Large scale public survey

The large-scale public survey was deployed to gather views from Gloucestershire's public on issues of crime and safety in the NTE. Researchers were employed to approach members of the public in Gloucester City Centre and Cheltenham Town Centre, and the survey was also made available online. Participants were asked questions about their most recent use of the NTE in Gloucester or Cheltenham, and their views on crime problems, crime causes, levels of safety and their awareness of police presence and crime reduction and safety initiatives (the survey questions can be viewed in Appendix 1).

A total of 448 responses were received to the public survey. This comprised 226 respondents who identified themselves as female, 99 as male, 119 choosing not to respond to this question and 4 using another identifier. The majority of respondents (320/71%) identified themselves as between 18-24 years old.

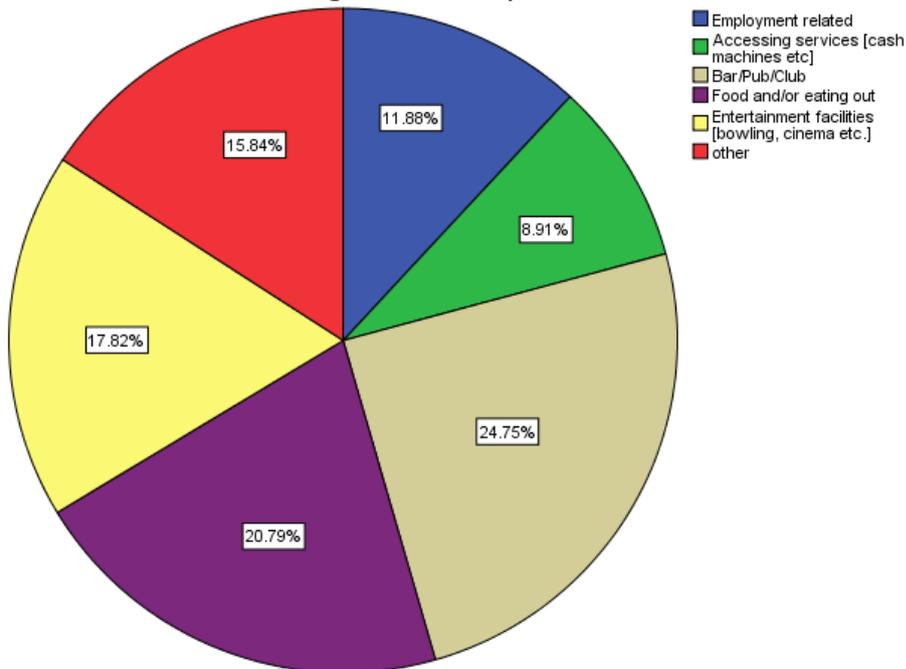
Figure 1: Age of public survey respondents



104 respondents completed the survey concerning the NTE in Gloucester City Centre. 38% of these respondents visited Gloucester City Centre during the hours of 6pm-6am once a week or more. 46% completed the survey following a visit to Gloucester's NTE to make use of a 'Bar/Pub/Club' or services providing 'Food and/or eating out'.

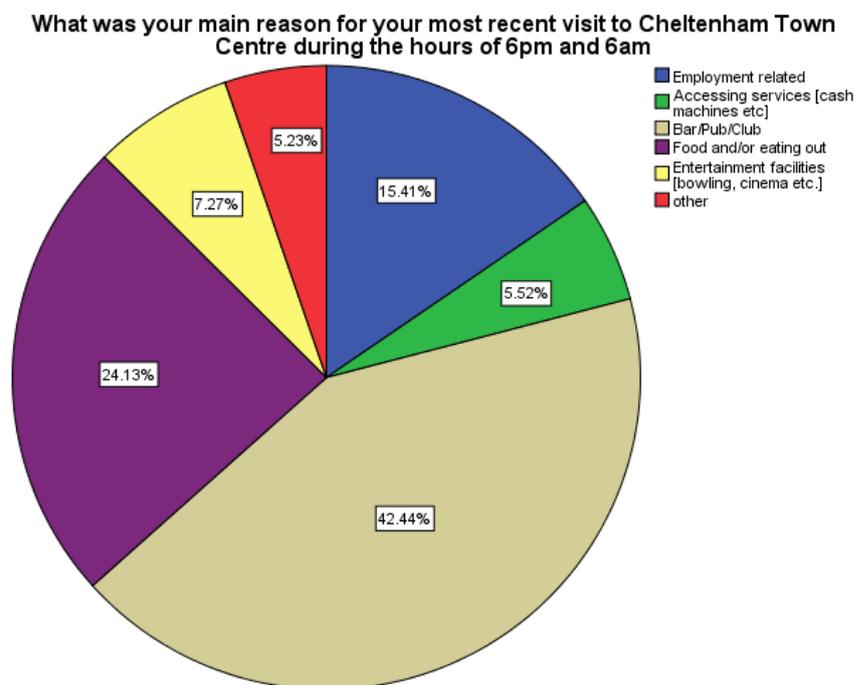
Figure 2: Reason for most recent visit to Gloucester City Centre, 6pm – 6am

What was your main reason for your most recent visit to Gloucester City Centre during the hours of 6pm and 6am



344 respondents completed the survey concerning the NTE in Cheltenham Town Centre. 70% of these respondents visited Cheltenham Town Centre during the hours of 6pm-6am once a week or more. 67% completed the survey following a visit to Cheltenham's NTE to make use of a 'Bar/Pub/Club' or services providing 'Food and/or eating out'.

Figure 3: Reason for most recent visit to Cheltenham Town Centre, 6pm – 6am



NTE business survey

A second survey was launched in 2017 to gather views from those working in the NTE's in Gloucester City Centre and Cheltenham Town Centre. Participants were asked their views on crime problems, crime causes, levels of safety, their contact with the police through their business, and their views on the crime reduction and safety initiatives that were active in their employment location (the survey questions can be viewed at Appendix 2).

A total of 30 responses were received to the NTE business survey. This comprised 12 working in Gloucester's NTE and 18 working in Cheltenham's NTE.

BID member survey concerning the CPO initiative

A third survey was conducted in February 2018 to gather views from workers in businesses located in Gloucester's BID area on the recently introduced CPO initiative. Participants were asked questions concerning the operation, visibility, success and effectiveness of the CPOs and the initiative as a whole, and 42 workers completed the survey. The findings from this survey are presented in section 6.3 Table 11. The questions used in the survey can be viewed at Appendix 3.

2.2 In depth interviews with key stakeholders

Nine in-depth interviews were conducted with individuals identified as key stakeholders. These were individuals involved in recognised crime reduction and community safety initiatives operating in the County, or employed by public or charitable bodies with a role that encompasses activities directly relevant to NTE crime reduction and safety. Eight were consulted via face to face or via telephone interviews, and one via written responses to questions. The transcripts of these interviews amounted to over 60,000 words, and the main questions used in the interviews can be viewed at Appendix 4.

The interviews were semi-structured, offering detailed insight in to the operation and practices observed by the initiatives of interest. Interview participants are not referred to in this report by name, but as representatives of particular organisations (with information included on their role/responsibility where it does not make them identifiable). There are small number of places where preserving the anonymity of a key stakeholder requires them to be referred to simply as an ‘interview participant’.

Table 2: Interview participants and anonymised labels

| Key stakeholder ID Code | Key stakeholder anonymised labels |
|--------------------------------|--|
| I1 | Senior Police Officer with responsibility for policing the NTE in Cheltenham and Gloucester |
| I2 | Police officer with responsibility for alcohol licensing |
| I3 | Representative from Cheltenham Safe |
| I4 | Representative from Gloucester City Safe |
| I5 | Representative from not-for-profit community partnership concerned partially with crime and safety in Cheltenham’s NTE |
| I6 | Representative from Pittville Patrol |
| I7 | Representative from Cheltenham Street Pastors |
| I8 | Representative from Student Community Patrol |
| I9 | Key stakeholder in NTE crime reduction/safety efforts in Cheltenham and NTE business owner |

In addition to this, in February 2018 10 interviews were conducted with key stakeholders involved in the CPO initiative in Gloucester. Interview participants included four police officers who operated in the BID area, two staff from the local council, and a number of the City Protection Officers and BID based security stakeholders. The findings from these interviews are included in section 6.3 Table 11.

2.3 Multi-year case study of a key initiative

An in-depth analysis of a NTE safety scheme was used to supplement the survey and interview data and provide detailed insight in to the operation and achievements of a successful crime reduction mechanism. This can be found in Section 5 of this report. The Gloucester City Safe Business Crime Reduction Partnership was chosen as it is a relatively established scheme with significant data available for analysis. The research team collected data in 2014, 2015, 2016, and 2017 comprising surveys of 2167 members of the public and 149 interviews with scheme members. Data concerning 4523 incidents reported to the scheme between June 2014 and May 2017 are also considered here.

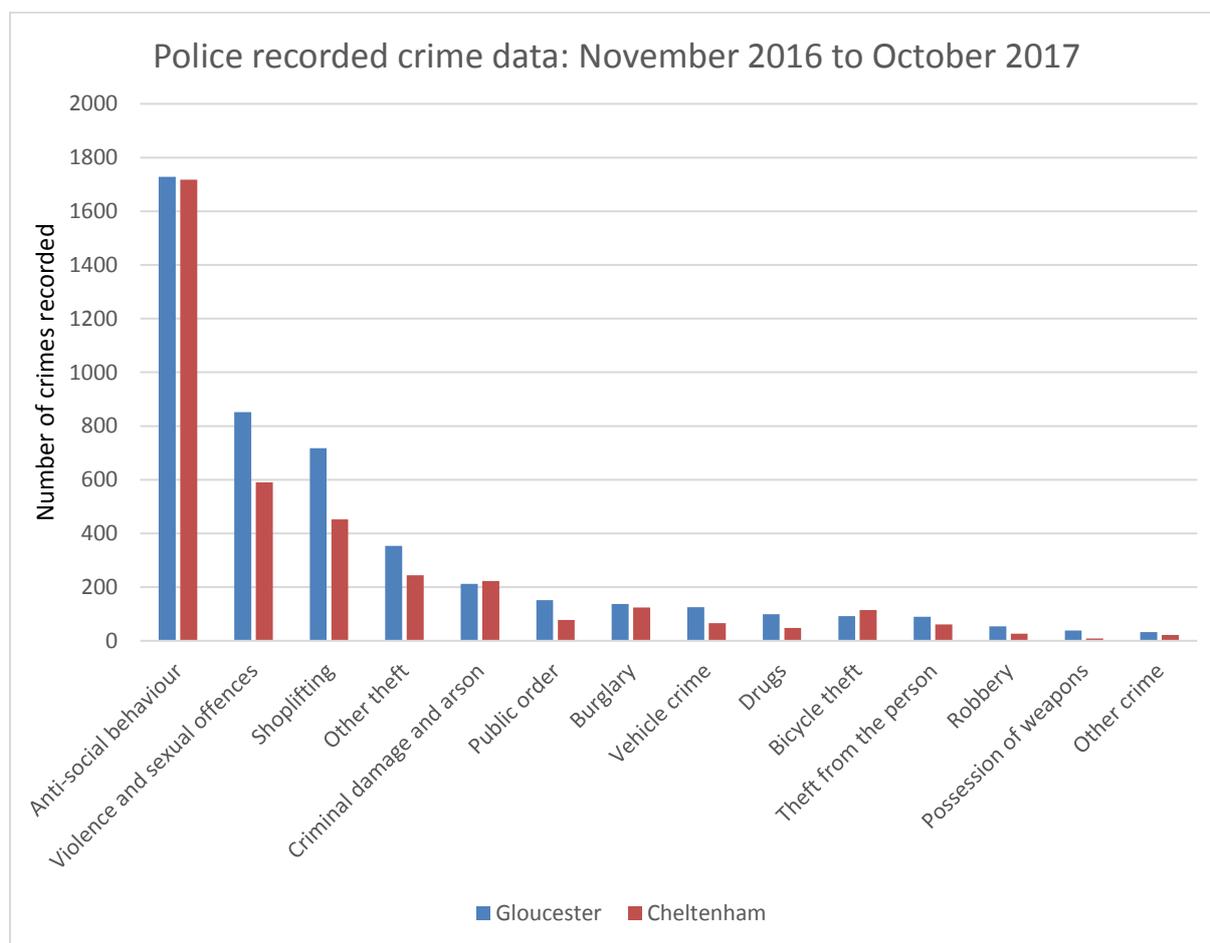
3 Crime and associated issues in Gloucestershire’s main Night Time Economies

This section of the report examines the prevalence of particular crimes and associated issues in the NTE in Gloucester and Cheltenham. This includes a consideration of police recorded crime data and survey responses on perceived problems and their causes in Gloucestershire.

3.1 Police crime data

Police recorded crime data is included to illustrate the extent to which various crimes are being reported to and detected by the police in Gloucestershire. Although these data represent all recorded crime rather than that specifically recorded during the hours of interest here (6pm – 6am), their inclusion still offers some insight in to the situation in these locations.

Figure 4: Police recorded crime in Gloucester City Centre and Cheltenham Town Centre between November 2016 and October 2017



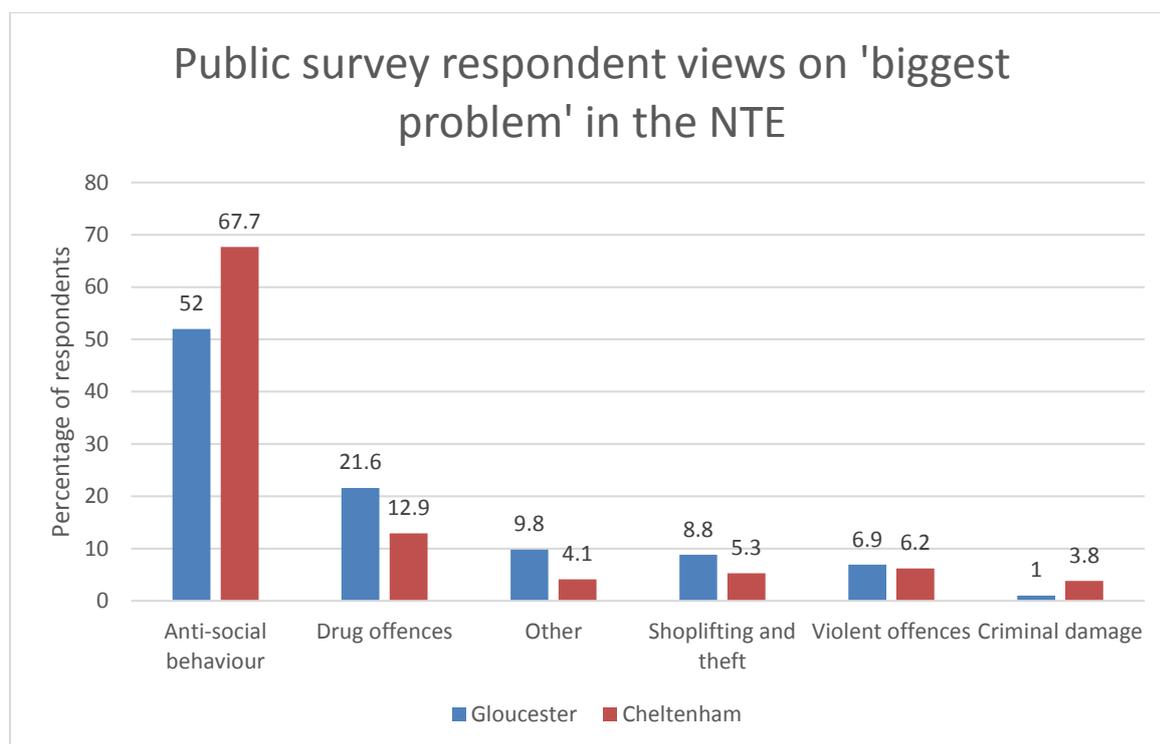
Between November 2016 and October 2017 there were a total of 4683 crimes recorded in Gloucester and 3776 recorded in Cheltenham. There were slightly more crimes recorded in the majority of crime categories in Gloucester than in Cheltenham. In both locations, anti-social

behaviour was by far the most common recorded crime (1728 instances in Gloucester, 1717 in Cheltenham).

3.2 Public views on crime in the NTE

Public survey respondents were asked what type of crime or behaviour (from a list of options) they thought was the 'biggest problem' in the NTE that they had visited. The majority of respondents in Gloucester (52%) and Cheltenham (68%) stated that anti-social behaviour was the 'biggest problem' during the hours of 6pm and 6am in their respective locations.

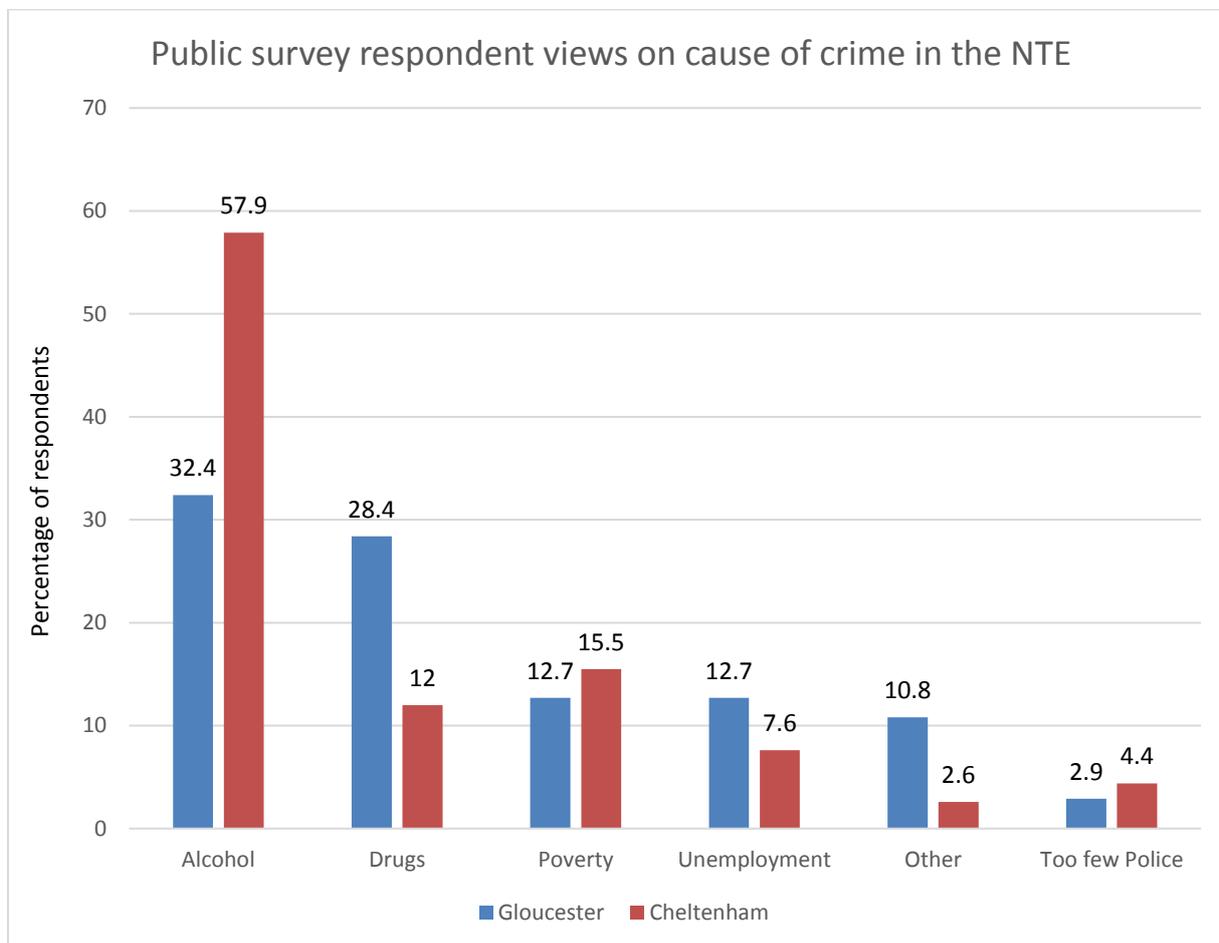
Figure 5: Public survey respondent views on the 'biggest crime problem'



Both groups of respondents had identified the most prevalent crime (according to police recorded crime data) as the 'biggest problem' in the Night Time Economy. Also of note here is the fact that 22% of the public respondents in Gloucester identified drug offences as the 'biggest problem' in the city's NTE, whereas this was only identified as the 'biggest problem' in Cheltenham's NTE by 13% of public respondents. A similar difference in the rate of recorded drug offences was observed in the police crime data.

Public survey respondents were also asked to identify the 'biggest cause of crime' in the NTE. The results are shown in Figure 6:

Figure 6: Public views on the cause of crime in the NTE



The most common response was ‘alcohol’ among those that had visited Gloucester (32% gave this response) and Cheltenham (58% gave this response). This was considerably higher in Cheltenham. The view that ‘drugs’ were the biggest cause of crime was the next most common response among those who had visited Gloucester (28% gave this response).

3.3 Business views on crime in the NTE

Those who responded to the business survey were asked questions about crime, the causes of crime, and the extent to which their business was affected by these issues. In Cheltenham, 33% of business respondents identified anti-social behaviour as the ‘biggest problem’ in the NTE. This was followed closely by drug offences, selected by 28% of respondents. However, 17% of respondents felt that none of the crimes listed caused a problem for their business. In Gloucester the trend in responses was similar, with 55% of business survey respondents identifying anti-social behaviour as the ‘biggest problem’ in the NTE and 18% of respondents identifying drug offences as the ‘biggest problem’.

The biggest cause of crime in Cheltenham, according to 35% of the business survey respondents, was alcohol. Drugs were the second most common selected cause (29%), and unemployment the third (18%). In Gloucester, the biggest cause of crime identified by business respondents was drugs, with 46% of the total responses. Alcohol and too few police were joint second, with 18% of responses each.

For business survey respondents in both locations, the prevalence of drug taking and drug related issues also featured highly in the qualitative, open-text responses. When asked for more details on how their businesses are impacted upon by these types of issues, business respondents in both Cheltenham and Gloucester provided the following comments:

There is a high level of drug taking in Cheltenham [Cheltenham]

Part of current drinking culture is to take drugs while on a night out [Cheltenham]

*Violence, drugs, anti-social behaviour - fights between guys fuelled by alcohol/drugs
[Cheltenham]*

Fights that break out due to intoxication [Cheltenham]

Unruly kids vaping + smoking weed indoors [Gloucester]

3.4 Key stakeholder views on crime in the NTE

Nine key stakeholders were asked questions on crime and disorder in the NTE's in Cheltenham and Gloucester and on the factors causing these issues. All respondents stated that excessive alcohol consumption was a major cause of the problems associated with the NTEs in Cheltenham and Gloucester. As one respondent noted, 'it's a fact of life that if you mix people and alcohol, no matter how well things are managed, you will get issues' [13]. Respondents noted problems with assaults, public order, anti-social behaviour, litter, criminal damage and excessive noise all being linked to the issue of alcohol consumption. Many referred to the culture of pre-loading or the availability of cheap alcohol as a factor within this. Drug use, both in isolation and in combination with excessive alcohol, was also found to be a cause for concern.

In addition to the issues highlighted by survey participants, stakeholders highlighted a number of environmental characteristics in both NTE districts that they believed to be causing and/or helping control and minimise crime and associated behaviour. Of particular concern were what are referred to by Tuck (1989: 52) as 'cluster points' (where people may gather and remain for a long period of time) such as food outlets or taxi ranks, and 'congestion points' (where people are moving from one area to another) such as the most direct routes between popular bars and clubs. The concentration of venues in Gloucester's Eastgate Street was mentioned by many of the stakeholders as a cause of such conditions. As one respondent noted:

So you then have less than a square mile of pub, club, kebab shop, late night eatery, within, you know, what? half a mile? So, what you find then is you have a huge amount of footfall in a condensed area and unfortunately as it has always been, when you have lots and lots of people and lots and lots of alcohol, in a very very reduced kind of locality, you sometimes get friction and tensions and conflict [11]

Those using the NTE in Gloucester are all present in one relatively small geographical area at the same point in time, putting pressure on venues, door staff, bar staff, takeaway food retailers, and transport providers and highway infrastructure. Venues all working to similar closing times adds to this pressure and level of congestion, as does the location of the main taxi rank. Respondents noted that with this high concentration of intoxicated people comes an amplification of many of the problems traditionally associated with the NTE.

The more dispersed geographical arrangement of Cheltenham's NTE venues was noted to ease and prevent many of these issues. As one participant noted, the NTE in Gloucester:

...is mainly focused on one street – Eastgate Street – whereas in Cheltenham, here, it is actually spread out quite a lot and I think by and large that's a huge benefit because it means that there isn't this huge concentration of people in one area [13]

Although some concerns were raised with the Lower High Street area of central Cheltenham, and in particular concerning the availability of cheap alcohol 24 hours a day within this area, the relatively even distribution of NTE venues across the Town Centre was noted as relieving many of the kinds of pressures experienced in Gloucester, and as a factor in reducing the difficulty of tackling some of these issues.

4 Safety and policing in Gloucestershire’s Night Time Economy

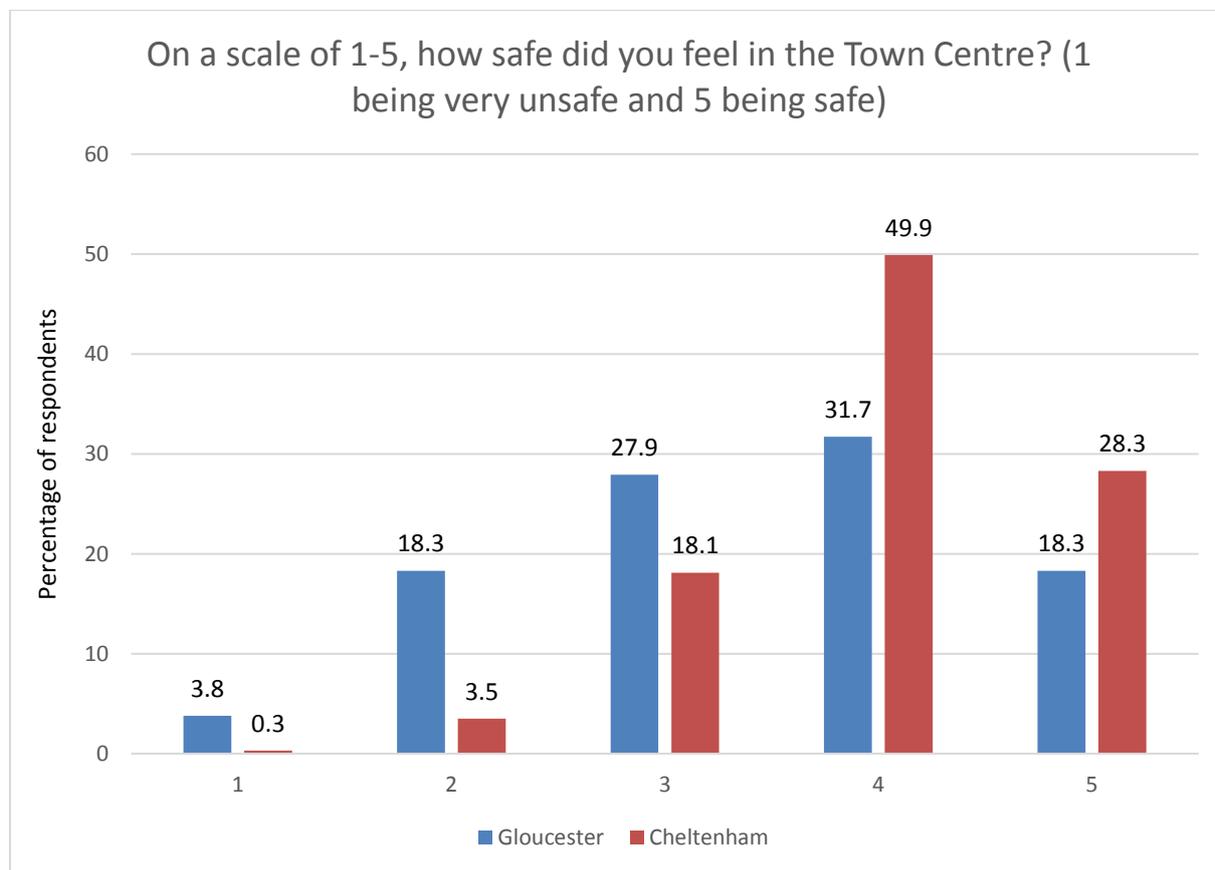
This section of the report examines the data relating to perceptions on safety and policing in Gloucestershire’s NTE. Views on safety in the NTE according to the public survey respondents, the business survey respondents and the key stakeholders are followed by an examination of views of police activity in the NTE.

4.1 Public feelings of safety

Overall feelings of safety

All respondents were asked questions about feelings of safety in the NTE. Public survey respondents were asked to use a scale of 1-5 (1 being unsafe and 5 being very safe) to quantify how safe they felt during their visit to the NTE in Gloucester or Cheltenham.

Figure 7: Public safety in the NTE



The most common response was 4 out of 5 for those who had visited Gloucester and those who had visited Cheltenham (selected by 32% and 50% respectively). 50% of those who had visited Gloucester and 78% of those that visited Cheltenham selected ‘4’ or ‘5’, indicating high levels of perceived safety in both locations. However, 50% of those who had visited Gloucester’s NTE selected either 1, 2, or 3 on this scale (as opposed to 22% in Cheltenham). Indeed, a closer inspection of the distribution of responses (below) reveals a noteworthy difference.

Figure 8: Feelings of safety in Gloucester

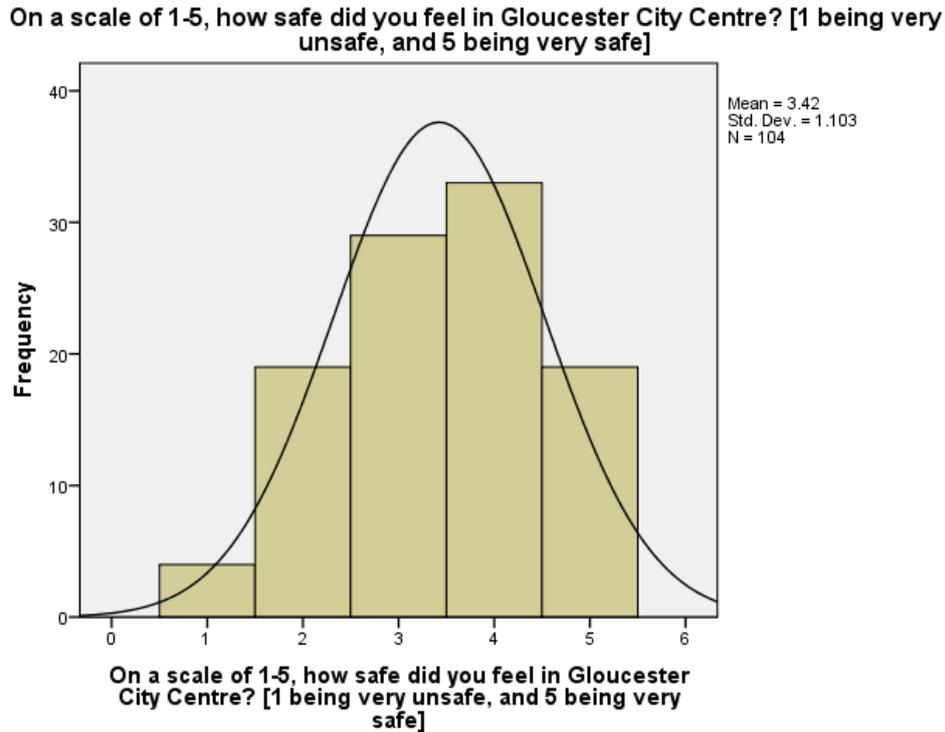
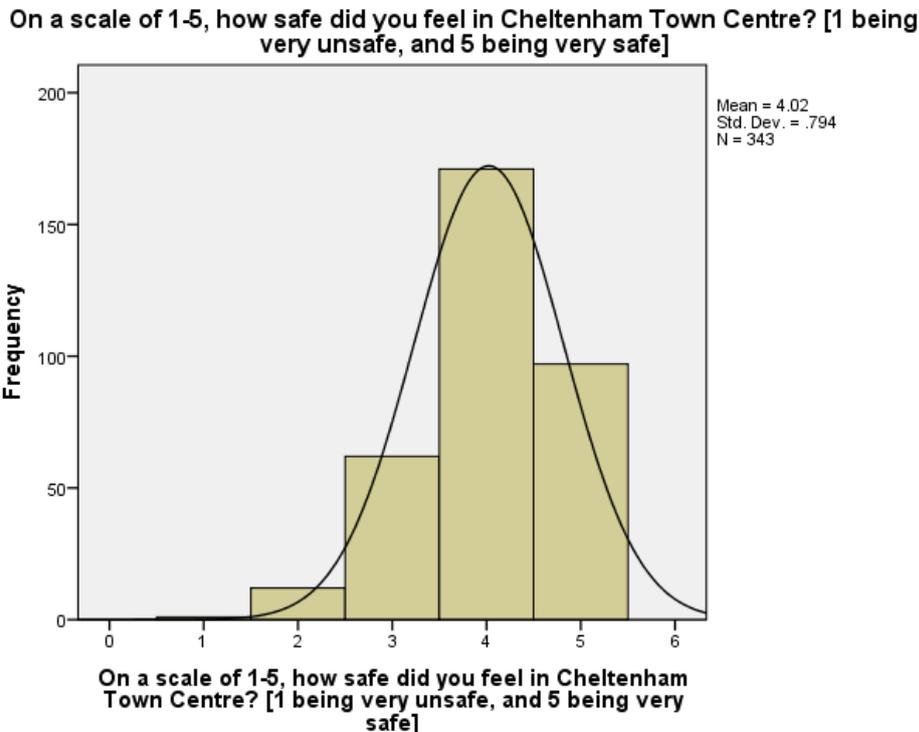


Figure 9: Feelings of safety in Cheltenham



Feelings of safety were generally towards the higher end of the scale for respondents that had visited Cheltenham (average of 4.02) than Gloucester (average of 3.42). A larger standard deviation for the respondents that had visited Gloucester (1.103 as opposed to 0.794 in Cheltenham) illustrates the greater variation in these respondent's feelings of safety.

Qualitative comments on safety for visitors to the NTE

Public survey respondents were asked to describe whether there were particular issues that made them feel safe or unsafe during their visit to the NTE. These views were collected using free text boxes, and so respondents could describe in their own words the factors that they regarded as significant. Responses to these questions tended to concern: a specific location within the city or town centre; particular environmental characteristics; particular persons or particular behaviours; or something directly attributed to the police or an NTE crime reduction/safety initiative.

141 respondents described factors that made them feel unsafe in Cheltenham. There were 29 references to insufficient or inadequate lighting in public places. Seven respondents made direct reference to the Lower High Street in Cheltenham. These included both general comments, such as 'Lower High Street makes me feel unsafe' [male, 18-24], and others that made specific references to groups congregating. However, the majority of comments (95) concerned particular persons and/or specific behaviours observed in these persons. Responses such as 'gangs of young men' [Gender undisclosed, 18-24] and 'Very drunk male groups' [Female, 45-54] were particularly common. Other comments concerned homeless people. For example, 'there tends to be a lot of homeless people along the high street which can sometimes attract behaviour which, as a young female, doesn't make it feel safe walking by myself' [Female, 18-24]. Particular behaviours were identified that made a respondent feel threatened or at risk, most of which are captured by the following response:

A few very intoxicated people sometimes approach you on the Lower High Street for money/cigarettes/to get them alcohol from the shop they're banned from. At the top end of the high street ... groups of drunk 'lads' sometimes make sexual comments to girls or try to start fights with guys [Female, 25-34]

There were eight comments that noted feelings of reduced safety due to a lack of police presence in Cheltenham's NTE, but there were no comments that made direct reference to the ineffectiveness or absence of other crime reduction or safety initiatives in Cheltenham's NTE.

Respondents who had visited Cheltenham's NTE were also asked to describe what made them feel safe during their visit. Cheltenham was generally regarded as a safe place, and 218 respondents described a factor that had made them feel safe during their visit to Cheltenham's NTE. Physical characteristics such as 'the Town Centre is well lit and there were lots of people around' [Undisclosed gender, 25-34] were typical. 58 respondents noted lights in public areas as increasing their levels of safety. 105 respondents noted some form of company or the presence of other people as increasing their feelings of safety. This included both a general 'high volume of people' [Female, 18-24] and more specifically when a respondent was 'surrounded by friends' [Female 25-34]. 36 respondents noted police presence as a factor which made them feel safe. 22 respondents noted the presence of the Cheltenham Guardians, Street Pastors, Pittville patrol or another community group or non-police-led initiative as a safety increasing factor. As one respondent stated, 'If on a night out and I see Street Pastors it makes me feel like there's someone looking out for students' [Female, 18-24].

53 respondents noted factors that made them feel unsafe during their visit to Gloucester's NTE. 49 responses made some reference to persons or behaviours as a factor within their judgment. The majority of these comments concern the reportedly large 'amount of people who were homeless, drunk or seemed otherwise intoxicated' [Female, 18-24]. However, it was not just the presence of

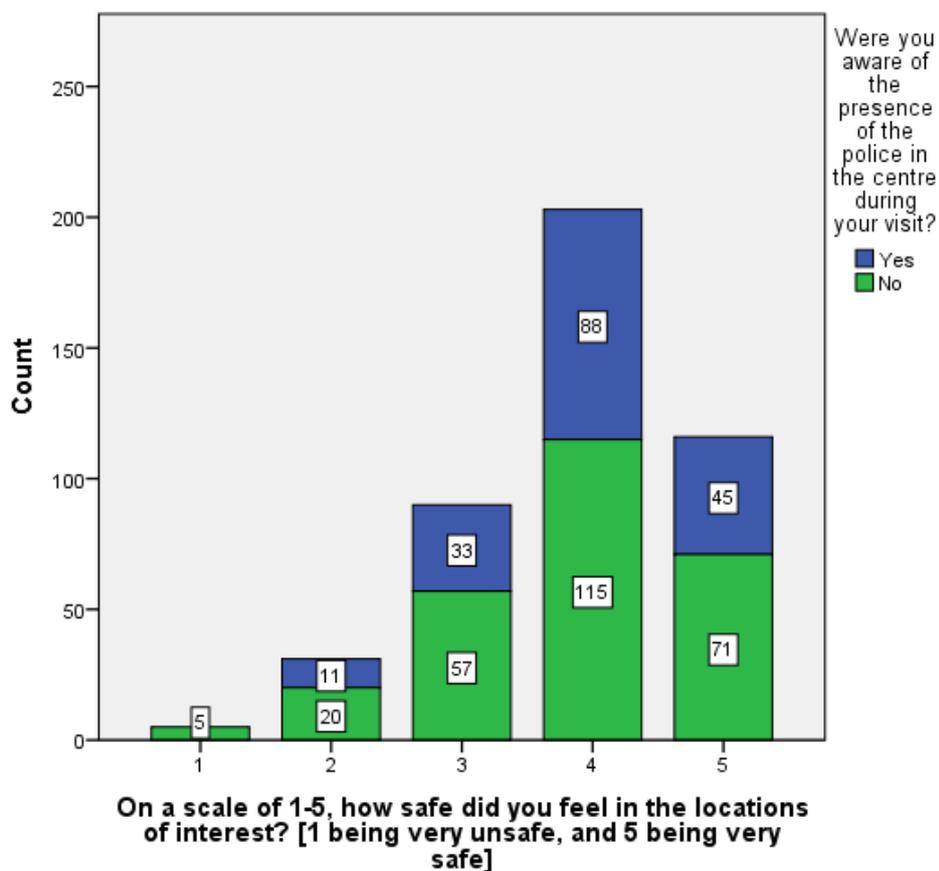
such individuals that appeared to have caused distress. There were reports of ‘people shouting obscenities’ [Female, 18-24], ‘drunk people walking around shouting’ [Female, 18-24], and ‘strange people shouting in streets’ [Undisclosed gender, 18-24]. Four respondents noted poor lighting, and another four respondents noted a lack of police presence.

Only 27 respondents noted a factor that made them feel safe during their visit to Gloucester’s NTE. 13 respondents noted the presence of other people, and responses here included ‘being in a group’ [Female, 18-24], ‘being with friends’ [Female, 18-24], or taking reassurance from ‘plenty of venues to duck into if you needed to’ [Undisclosed gender, 35-44]. Five respondents noted good street lighting as a reason for feelings of safety, and seven respondents noted police presence as contributing to such feelings.

Bivariate analysis of safety

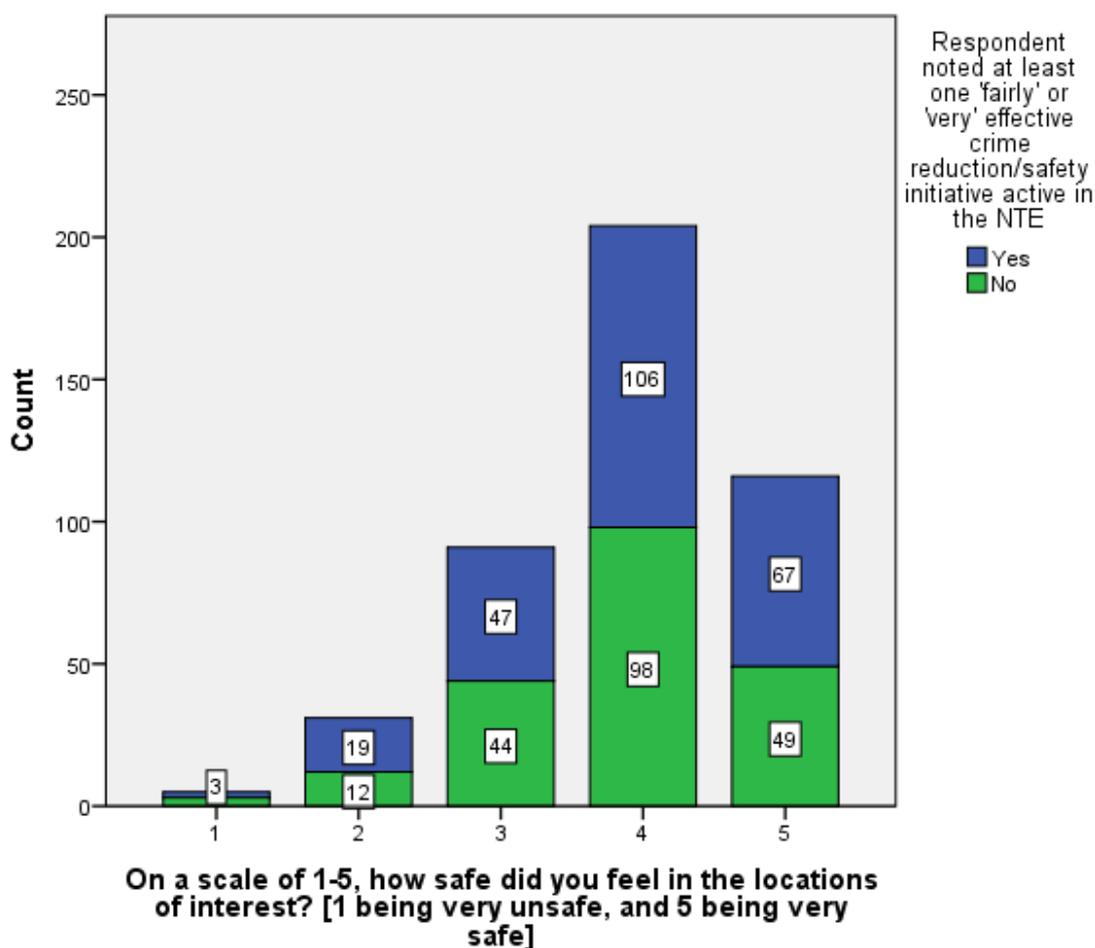
The public survey data provides the opportunity to examine the relationship between the responses to different questions. The following analysis combines the responses of those that completed the survey in relation to Gloucester’s NTE and those that completed the survey in relation to Cheltenham’s NTE to consider the relationship for this combined sample between views on safety and other factors. The first relationship considered here is between feelings of safety and awareness of police presence. For this full sample, there was no major difference between the feelings of safety expressed by those who were or were not aware of police presence during their visit to the NTE. This is illustrated at Figure 10 and cross-tabulation of this analysis is at Appendix 5.

Figure 10: Stacked bar graph showing safety and awareness of police presence



383 public survey respondents were aware of at least one of the NTE crime reduction/safety initiatives that they were asked questions concerning. 64 respondents were not aware of any of the initiatives that they were asked questions concerning. There appeared to be no major difference in feelings of safety for those that were or were not aware of a NTE crime reduction/safety initiative (a cross tabulation of this analyses is included at Appendix 6). 241 public survey respondents noted that at least one of the NTE crime reduction/safety initiatives that they were asked questions concerning was ‘fairly’ or ‘very’ effective. Again, there appeared to be no major difference in feelings of safety for those that thought there was an effective initiative in operation and those that did not. This is illustrated by Figure 11.

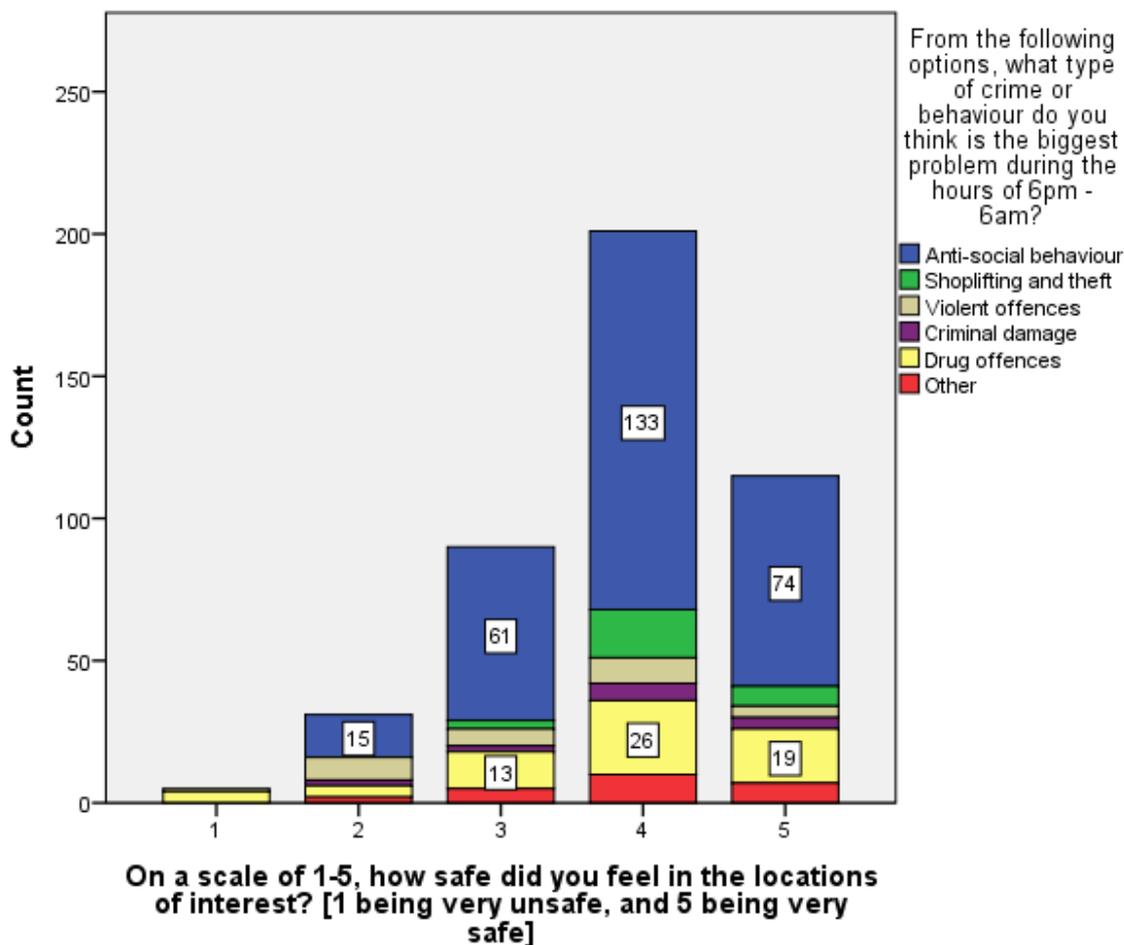
Figure 11: Stacked bar graph showing safety and views on NTE crime reduction/safety initiatives



Cross-tabulation analysis between feelings of safety and views on the NTE’s ‘biggest problem’ crime or behaviour type revealed some noteworthy patterns. There appeared to be no major difference in feelings of safety for those that regarded ‘anti-social behaviour’, ‘drug offences’ or ‘other’ crime types as the ‘biggest problem’ in the NTE when compared to the feelings of safety expressed by the whole sample. However, proportionately more of those that saw ‘shoplifting or theft’ as the NTE’s ‘biggest problem’ reported higher feelings of safety (63% provided a rating of 4 as opposed to 45% in the total sample), and proportionately more of those that saw ‘violent offences’ or ‘criminal damage’ as the NTE’s biggest problem reported lower feelings of safety (for violent offences 29% provided a safety rating of 2 and for Criminal damage 14% provided a safety rating of 2, both

compared to 7% responding this way in the total sample). This is illustrated in Figure 12 and a cross-tabulation of this analysis is included at Appendix 7.

Figure 12: Stacked bar graph showing safety and views on crime problems in the NTE



The relationship between feelings of safety and views on the causes of crime was the final analysis conducted here. There appeared to be no major difference in feelings of safety caused by views on the causes of crime in the NTE. A cross-tabulation analysis (included at Appendix 8) revealed that there were similar percentage proportions across the 1-5 safety scale for those that selected each of options to the cause of NTE crime question (a table illustrating this is not included here due to the number of response options to this variable).

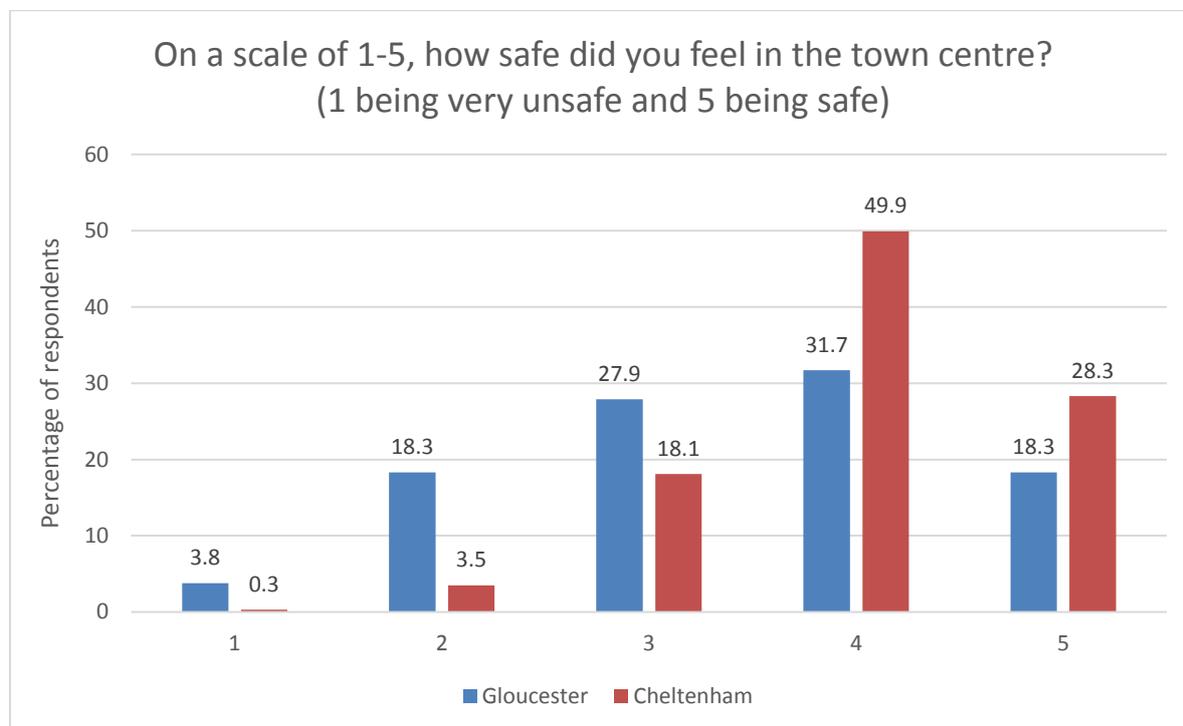
4.2 Safety for those who work in the NTE

Overall feelings of safety

As part of the survey process, those who work in the NTEs in Cheltenham and Gloucester were asked questions about feelings of safety. In total, there were 30 responses: 18 for Cheltenham and 12 for Gloucester. Business survey respondents were asked to use a scale of 1-5 (1 being unsafe and 5 being very safe) to quantify how safe they felt while working in the NTE in Gloucester or

Cheltenham. The results illustrated at Figure 13 show that most of the respondents reported high feelings of safety, but the low response rate to this survey is a caveat of the analysis presented here.

Figure 13: Business survey respondent's views on safety in the NTE



What makes people feel unsafe?

Business survey respondents were asked to describe whether there were particular issues that made them feel unsafe during their visit to the NTE. Free text boxes were included in the survey here so that respondents could describe in their own words the factors that they regarded as significant. Responses to these questions tended to concern particular behaviours and a lack of police or security presence.

One of the key issues around feelings of safety for those who work in the NTE is interaction with those who are displaying threatening or intimidating behaviours due to intoxication. For instance, respondents made the following comments when describing the issues that made them feel unsafe in their place of work:

Drunk violence (Cheltenham)

People who have been out drinking (Cheltenham)

Drug related people/gangs (Cheltenham)

The cheap sale of alcohol by other operators has meant we need to pay security now just to keep them [out] (Gloucester)

Drunk and disorderly (Gloucester)

Damage to interior of venue (Gloucester)

Another issue identified in Cheltenham was the behaviour of makes in the NTE. Two respondents made the following statements:

Drunk old men (Cheltenham)

Race week - misogynistic comments (Cheltenham)

Finally, when commenting on what made them feel unsafe in their place of work, business respondents identified issues concerning security and police presence in both locations:

Police response times (Cheltenham)

Weekends, lack of police (Cheltenham)

Mainly a lack of door staff (Cheltenham)

Not enough police presence (Gloucester)

What makes people feel safe?

As well as identifying behaviours and situations that made them feel unsafe, business respondents were also asked to identify factors that made them feel safe whilst working in the NTEs of Cheltenham and Gloucester. Responses to these questions were predominately around the presence of security staff or the police. For instance:

Security at work (Gloucester)

Police presence and door staff (Gloucester)

Bouncers and police presence (Cheltenham)

*Quality staff, good relationships with other establishments and having door staff
(Cheltenham)*

Police (Cheltenham)

Good door staff network (Cheltenham)

Street support team, police presence (Cheltenham)

4.3 Key stakeholder views on safety

What makes people feel unsafe

The nine key stakeholders identified a number of factors that they believed may lead to people feeling unsafe. Many of these factors were the same as those identified by public survey respondents. For instance, there were references to poor street lighting and insufficient CCTV coverage in particular locations. A reference was also made to the variation that can be associated with different parts of Gloucester:

'Gloucester is a safe place to be as long as you stick to the main sort of circuit. You know, as long as you stick to Eastgate Street, as long as you stick to the Quays and you walk the main road back ... I think when you go along or off the little roads and side roads, I think, you know, you'd be asking for trouble' [I9]

One respondent noted the way in which local media cover 'incidents of violence, or incidents in the early hours of the morning' [I5] as playing a part in shaping public judgements of safety.

What makes people feel safe

The nine key stakeholders were asked questions about the safety of the NTE that they were affiliated with, and on the issues associated with this. Cheltenham's Night Time Economy was generally regarded as a safe environment. Reasons for this included the successful crime reduction and safety initiatives in operation in the town's NTE and the successful manner in which these initiatives worked together. Gloucester's NTE economy was also described as a safe environment. As one respondent noted:

I think generally speaking yes, it is [safe]. But of course, there's a caveat on that in that there are occasions when you get sort of drunken, disorderly, violent type behaviour, but I don't think that is any worse than any other town or city in the country [I4]

Other factors noted by stakeholders to help install feelings of safety included sufficient CCTV coverage and the presence of security and the police.

4.4 The police and the Night Time Economy

Public survey responses:

Public survey respondents were asked about police presence during their most recent visit to a NTE, and some used the free text sections of the questionnaire to make further comments about the police. 176 (40%) of public survey respondents were aware of police presence during their visit to the NTE (in Gloucester 39/103 (38%) and in Cheltenham 137/343 (40%)). As noted earlier in this report, for the sample as a whole being aware of police presence did not appear to have a significant influence on feelings of safety. However, the qualitative comments received suggest that, for some people, the presence of the police can install feelings of safety and the absence of the police can make people feel unsafe.

Business survey responses

Respondents to the NTE business survey were asked questions about their contact with the police while at work. In Cheltenham, the nature of this contact seemed to be varied and, for some, infrequent. Some respondents had 'very little' contact with the police, whereas others reported more regular contact with the police through 'radios and 999'. In Gloucester there were more cases of direct contact with the police. For instance, one respondent said they had a 'weekly text from them [the Police] asking if we are having any events'. Another that said that contact was 'frequent and [that they] talk with [the] licensing officer all the time'.

Business survey respondents were also asked about police effectiveness. The main question on this topic was: 'Through your contact with the police while at work, how effective have you found them

to be at dealing with the things that you've reported to them?'. In Cheltenham, 64% of respondents judged the police to be 'very effective' or 'fairly effective' in this context, and in Gloucester, 72% of respondents judged the police to be 'very effective' or 'fairly effective' in this context. In Cheltenham, only 6% judged the police as 'fairly ineffective' in this context, whilst in Gloucester there were no responses in this category. Interestingly, in Cheltenham and in Gloucester 29% and 36% of respondents respectively said that their business had no contact with the police.

Key stakeholder responses

Key stakeholders were also asked questions on the police and the NTE. Most of the respondents made a reference to depleting police resources and the challenges that are associated with this. A respondent from Gloucestershire Constabulary noted, 'there are busier points of the week and points of the year and police resources adapt accordingly' [I1]. Other comments concerned the importance of partnership working in this climate. The recent introduction of City Protection Officers (CPOs) in Gloucester (funded in part by the OPCC) has been welcomed by several of the key stakeholders as a positive move, but, as one respondent noted:

I suppose the actual question is, 'is that not the job of the police and the PCSOs?' And yes, it is, but I think we all know that with the funding cuts to the police it's very difficult [and] you don't get that visible presence. And, you know, if people contact the police, very often there's no-one available to attend that type of incident. So, it is really filling that gap [I4]

A second respondent made a more general observation of this nature. They posed the question that 'at what point do these community schemes that we do ... actually kind of take over the role of policing in that sense?' [I6]. Respondents were not critical of the way in which the police approach the NTE, but were deeply concerned about their ability to play an effective part in the policing of the NTE given their resource constraints. As one respondent noted, 'I do think that Gloucester and Cheltenham's Night Time Economies are great, and I do think they're both thriving ... I just hope the police can continue to work with us to ensure they both thrive' [I9].

Such responses highlight the importance of the role of the PCC and the Commissioner's Fund, the use of funding from the Late Night Levy (LNL) and Businesses Improvement District (BID) budgets, and of collaboration and strategic use of resources. The large majority of the initiatives in place in the county, including the CPO initiative mentioned here, are supported by the PCC either directly or via another mechanism. These initiatives represent a shift in the police and the community's approach to the policing of the NTE rather than a material reduction in the combined policing effort in the county (which some of the respondents believed to be the case). It is important, therefore, that such initiatives and efforts are presented as part of the pluralised policing activity that those operating in the NTE deliver in partnership with the police, and that these messages are used to reassure those with concerns about reduced police activity.

5 A case study: Gloucester City Safe

This section of the report provides a detailed case study of the Gloucester City Safe scheme, illustrating the processes and achievements of this crime reduction and community safety initiative in Gloucestershire. The section is divided into three parts. Section 5.1 provides an overview of the scheme and of the data collection process involved in this case study. Section 5.2 explores how the scheme is used by its members and what this can tell us about patterns of crime and disorder in Gloucester City Centre. Section 5.3 sets out public and member perceptions of the scheme, including the perceived benefits of being a member of such an initiative. Section 5.4 summarises the case study and the learning opportunities for Gloucestershire.

5.1 Case study: Gloucester City Safe

The Gloucester City Safe scheme (hereafter the scheme) is a not-for-profit Business Crime Reduction Partnership (BCRP) designed, according to its website (2017), to help reduce crime, disorder and anti-social behaviour. The scheme operates during the hours of both the day time (6am-6pm) and Night Time Economy (6pm-6am), and its members are the businesses, restaurants, bars, retail establishments and transport services operating in Gloucester and nearby areas that have chosen to join the scheme. Membership costs £1 day. There were 24 members when the scheme was first launched in May 2014, and in February 2018 there were around 140 members.

The scheme's manager and its members work in partnership with the police, local authorities and other stakeholders to tackle local occurrences of issues such as shoplifting, theft, anti-social behaviour, alcohol related disorder, street drinking and begging. Members commit to using and enforcing an exclusion-based sanction system and have access to an information sharing network. The exclusion-based sanction system has two tiers. Members can issue 'yellow cards' to persons in or near their premises who they deem to have committed an offence (in line with the classifications of crime and associated behaviour employed by the scheme). A first yellow card is a warning and a second yellow card results in an exclusion (sometimes referred to as a red card) which applies to all member premises. The sanctions that are issued by members are recorded by the scheme's manager and logged in an incident database. Information is communicated to and between members via a secure radio network, a secure website and through regular email updates from the scheme's manager. The secure website holds information on those who have received sanctions, invites members to help identify unknown offenders caught on camera, provides information on other relevant news and holds a directory of members.

The data for this case study comes from a multi-year examination of the scheme undertaken by the Social Sciences team at the University of Gloucestershire. This examination draws upon three sources of data. The first source of data is a series of surveys used to examine public perceptions of the scheme. The surveys were conducted in Gloucester City Centre in October 2014 (receiving 247 responses), October 2015 (receiving 619 responses), October 2016 (receiving 560 responses) and October 2017 (receiving 741 responses). The most recent survey also contained questions on crime, safety and police effectiveness.

The second source of data is a series of semi-structured interviews (149 in total) with the scheme's members (i.e. the business involved in the scheme) conducted in October 2014 (where 31 members were interviewed), October 2015 (where 41 members were interviewed), October 2016 (where 35 members were interviewed) and October 2017 (where 42 members were interviewed). An employee representing each business (the exact position of which would vary depending on availability and knowledge of the scheme) was asked questions concerning their experience of using the scheme, its effectiveness, strengths and limitations, the benefits it offers and the ways in which it could be improved. To preserve anonymity and for the purposes of this analysis, businesses are labelled according to the Companies House (2015) Standard Industrial Classification (SIC) of economic activities. Responses were analysed using inductive and deductive thematic analysis (Braun and Clarke 2006).

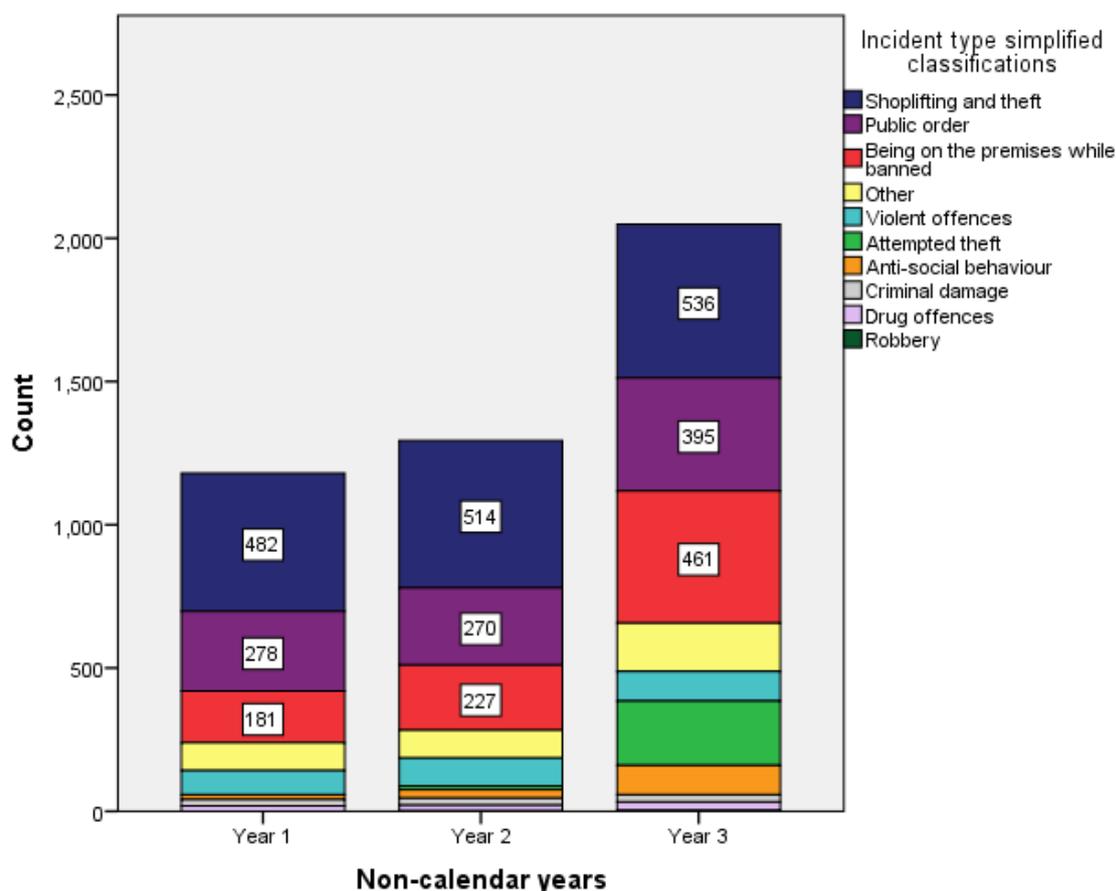
The final source of data is a database containing a record of every incident of crime, disorder and associated behaviour reported by members of the scheme to its manager, and of every sanction issued through the scheme. Spanning 1st June 2014 to 31st May 2017, the dataset contains records from 3138 reports concerning 4523 incidents committed by 1433 individuals at 88 locations. The scheme's manager would classify an incident using a list of 34 different crime related categories. For this report, incidents have been re-categorised using police recorded crime classifications and are presented using 10 distinct crime and associated behaviour categories (see Appendix 9 for conversion table). The only exception to this process was the category of 'being on the premises while banned', which was the term used when individuals who had previously received an exclusion through the scheme entered one of the scheme member's premises. Those who are reported to have committed the incidents recorded by the scheme are referred to as 'offenders' in this report.

5.2 How the scheme is used by members and what this can tell us about patterns of crime and disorder in Gloucester City Centre

Usually reported via email or through the scheme's secure web platform, a member would provide the scheme's manager with information on the time, date, location and nature of an incident, the names of those involved (if known) and a narrative of the proceedings. Although every incident is considered separately in this analysis, a single report to the scheme's manager could concern more than one type of incident (for example theft and public order).

Figure 14 shows the total volume of incidents reported during each data collection year: Year 1 (June 2014-May 2015), Year 2 (June 2015-May 2016) and Year 3 (June 2016-May 2017). It also shows the total volume of each incident type reported to the scheme by data collection year:

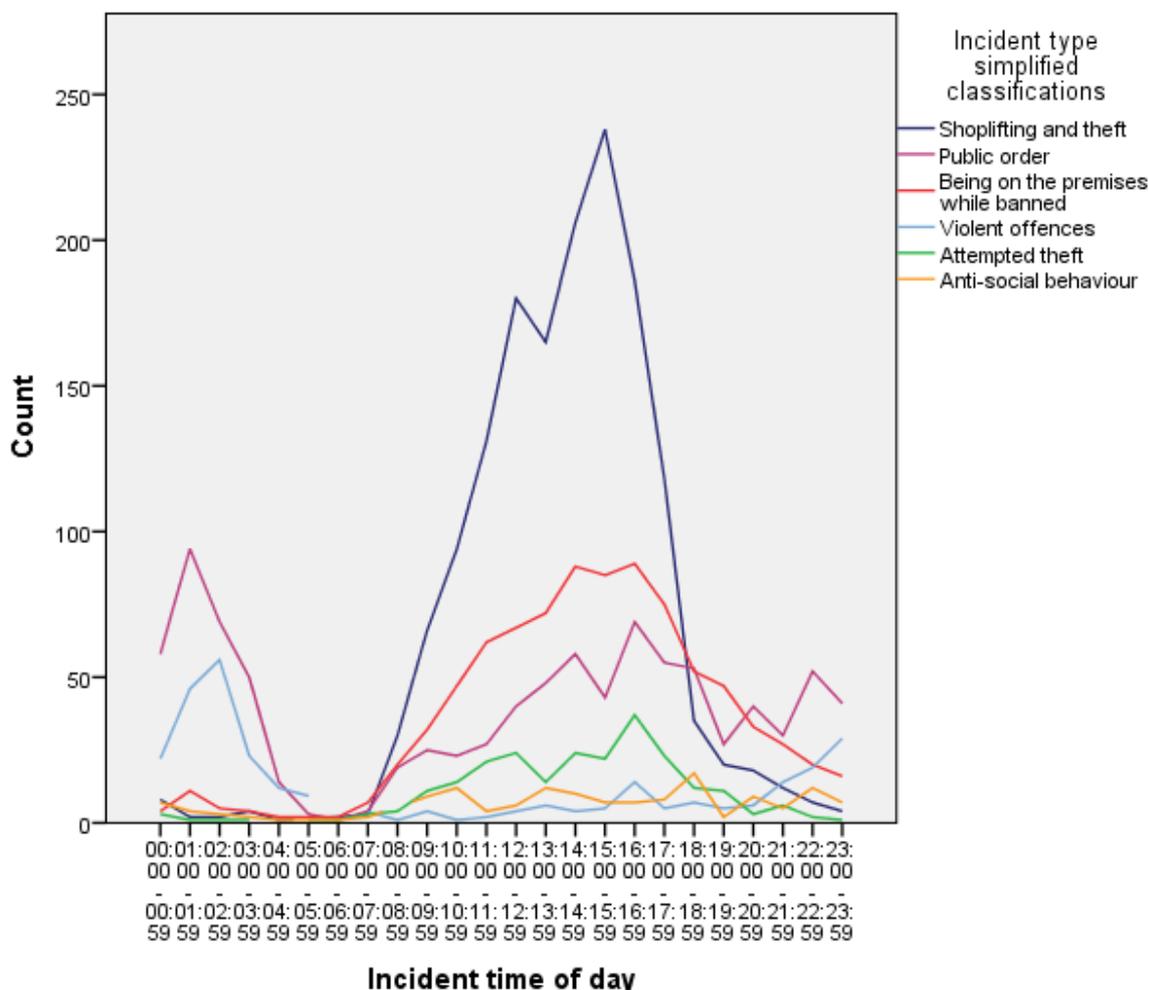
Figure 14: Number of incidents reported in each non-calendar year by incident type



The number of incidents reported to the scheme has increased considerably over the three years, most significantly from year 2 (1294 incidents reported) to year 3 (2049 incidents reported). The most common incidents over the three years were ‘shoplifting and theft’ (1532), ‘public order’ (943) and ‘being on the premises while banned’ (869). Five of the 10 incident types were reported at similar levels across the three years (‘criminal damage’, ‘drug offences’, ‘robbery’, ‘shoplifting and theft’, and ‘violent offences’), and moderate increases were observed in ‘anti-social behaviour’ (from 17 incidents in year 1 to 102 in year 3) and in ‘public order’ offences (from 278 in year 1 to 395 in year 3). Some of this increase will be due to the steady growth in the number of members reporting incidents (24 in month 1 and roughly 130 in month 36). However, when considering an incident type as a proportion of what is reported in a year in total, the most significant increases were observed in the reporting of persons committing ‘attempted theft’ (zero reports in year 1 and 225 in year 3/11% of year 3 incidents) and of ‘being on the premises while banned’ (181 in year 1/15% of year 1 incidents and 461 in year 3/22% of year 3 incidents).

Figure 15 displays all incidents reported to the scheme by time of day and Figure 16 by day of the week. These figures display data for the six most common incident types (across the three years of data).

Figure 15: All incidents reported to the scheme organised by time of day that they occurred



A number of observations concerning time of day and offence occurrence can be made from Figure 15. Incidents of 'shoplifting and theft' mainly occurred during day time business trading hours. In total over the three years, more than 150 incidents of 'shoplifting and theft' were reported during each hour between 12:00 and 17:00 peaking at 238 incidents between 15:00-15:59. Incidents of 'being on the premises while banned' follow a similarly shaped trajectory during day time trading hours (over 60 incidents were reported each hour between 11:00 and 17:59 with a peak of 89 between 16:00-16:59), followed by a more gradual decrease up until 11:59. Rates of both 'public order' offences and 'violent offences' follow similarly shaped trajectories across the 24 hour period, both experiencing sharp rises followed by peaks between 00:00 and 03:59 with more moderate yet consistent levels during the afternoons. Incidents of 'attempted theft' mainly occurred during day time trading hours and were at their highest during the afternoon (peaking at 37 between 16:00-16:59).

Figure 16: All incidents reported to the scheme organised by day of the week on which they occurred

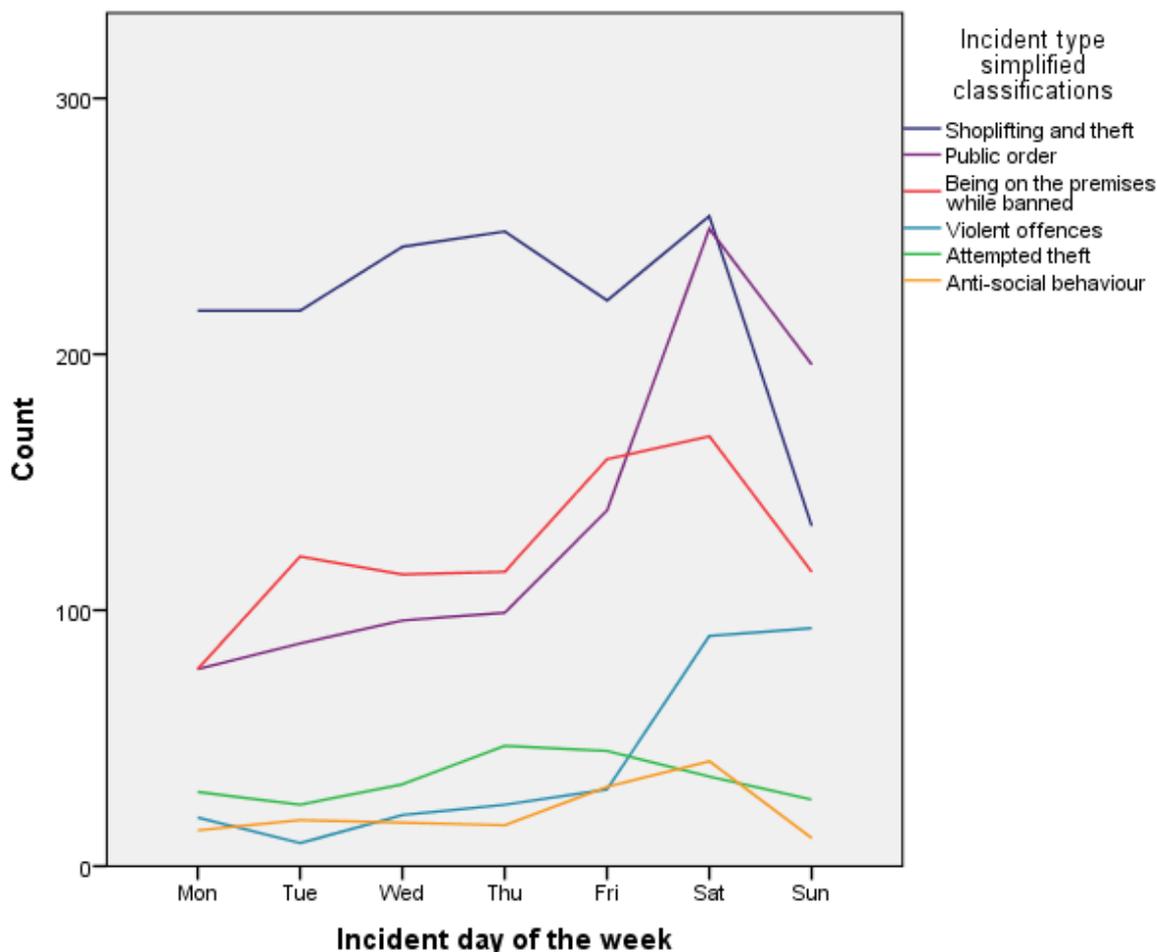
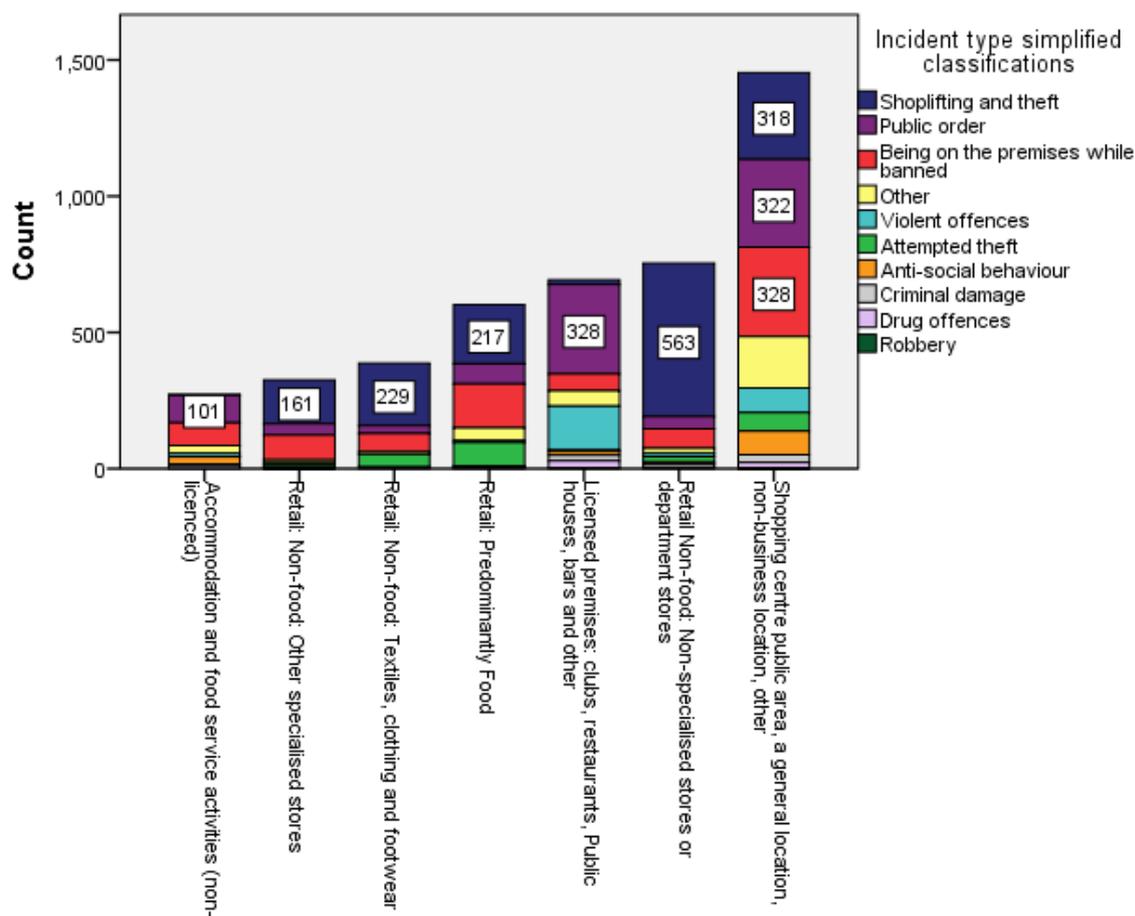


Figure 16 shows that total numbers of reports of ‘shoplifting and theft’ across the three years were in excess of 200 incidents on every day of the week bar Sunday. The fewest reports of ‘public order’ offences occurred on Mondays (77 incidents), but this rate would typically increase as the week progressed and be at its highest on Saturdays (249 incidents). Although the range was less, reports of ‘being on the premises while banned’ followed a similarly shaped trajectory, peaking on Saturdays with 168 incidents. Reports of ‘violent offences’ on the Saturdays and Sundays in the data period were more than three times higher than on a weekday, and reports of ‘anti-social behaviour’ and ‘attempted theft’ were at a fairly consistent rate throughout the week.

Incidents were not evenly spread across member locations. Ten members had reported upward of 100 incidents over the data collection period. 2396 incidents were reported by these members, representing 53% of all incidents reported to the scheme. There was also variation in the type of incident occurring at each location. To explore this, members of the scheme have been anonymised and categorised using classifications based on the 2015 Standard Industrial Classifications of economic activities, with an additional category added to cover the shopping centre public areas, public places and non-business locations that are included as ‘members’ of the scheme. Figure 17 presents incident type against business type.

Figure 17: Incidents occurring at business locations organised by business and incident type



1453 incidents occurred in shopping centre public areas (i.e. not within a particular business premises), in public places, in non-business locations or in a location recorded as ‘other’ by the scheme’s management (which usually refers to a non-member premises). The incidents reported most frequently in these locations were the same three reported most commonly to the scheme overall: ‘shoplifting and theft’ (318 incidents), ‘public order’ offences (322 incidents), and ‘being on the premises while banned’ (328 incidents). 59% of all ‘anti-social behaviour’ incidents reported to the scheme occurred in these locations. 563 (75%) of the 754 incidents reported to have occurred in ‘non-specialised stores or department stores’ concerned ‘shoplifting or theft’. 490 (71%) of the 693 incidents reported in licensed premises concerned ‘public order’ (328 incidents) and ‘violent offences’ (162 incidents). Food retailers, textile retailers and ‘other specialist stores’ all reported similar proportions of ‘shoplifting and theft’, ‘public order’ and ‘being on the premises while banned’ incidents. Reports of ‘attempted theft’ were most commonly made by the members in the ‘retail: predominantly food’ category (86 of 238 reports).

The spatial and temporal distribution of incidents was not even. Incidents (both generally and when considering specific types of incidents) were more likely to occur in particular places and at particular times. ‘Shoplifting and theft’ and ‘attempted theft’ tended to occur during day time trading hours, peak during the afternoon and be consistent throughout the week, mirroring the time periods when there is opportunity for these incidents, and taking place at the locations where these offences are possible. ‘Public order’ and ‘violent offences’ tended to peak in the evening and during

the night respectively, and increase throughout the course of week, taking place predominantly at licenced locations. Incidents were not evenly spread across member locations, and ten members had each reported upward of 100 incidents representing 53% of all incidents reported to the scheme during the data collection period.

5.3 Public and member perceptions of the scheme, including the benefits of membership

Perceptions concerning the scheme were gathered from members of the public in Gloucester City Centre through the surveys conducted in October 2014, 2015, 2016 and 2017. Members of the public were asked about their awareness of the scheme and, for those that had heard of the scheme, their views on its effectiveness. 26% (63/247) in 2014, 44% (272/619) in 2015, 37% (208/560) in 2016, and 48% (353/740) in 2017 of members of the public had heard of the scheme. Of these respondents who had heard of the scheme, 65% (41/63) in 2014, and 38% (104/272) in 2015 stated that the scheme 'works well', and a similar proportion (98/208, 48%) 'strongly agreed' or 'agreed' with the statement 'the scheme has been successful in reducing crime in Gloucester' in the 2016 survey. In the 2017 survey, 75% (256/345) stated that the scheme was 'very effective' or 'effective' at tackling crime in Gloucester City Centre. Although variation in the measurement scale makes direct comparisons difficult, these findings can still be argued to reflect an increasingly positive view concerning the scheme's effectiveness among those who have heard of the scheme.

These findings are significant for the scheme. Public awareness of the scheme is important for maximising its effectiveness. As an important part of the extended scheme community, information from the public can offer valuable insight in to matters that require attention and in to the behaviour of offenders. The public may be more likely to share this information when they are aware of the scheme, understand its function and view it as effective. Similarly, awareness of the scheme and of the implications of receiving a sanction is likely to deter certain individuals from committing crime or particular behaviours. Utilising appropriate channels and opportunities to increase public awareness and promote stories of success is therefore an important part of the scheme's activity.

In each of the 149 semi-structured interviews undertaken across the three years of data collection, members were asked questions on the scheme's effectiveness, its successes and the benefits that it has brought. 141 of the 149 respondents expressed positive sentiments about the scheme. Many stated that the scheme had delivered a material reduction in crime, for instance:

It's had quite a dramatic impact on the business. It's one of the first schemes to actually work (2014)

I've been working in Gloucester for 15 years and this is the first scheme that's had an actual impact ... it's reduced anti-social behaviour ... it's given re-offenders a punishment by preventing them from using the buses as well as going into any of the business that are on the scheme (2015)

It is the first scheme of its kind that has worked (2015)

It's the most positive scheme that we have ever had in Gloucester ... and [it] seems to have a positive impact on reducing crime (2016)

[The scheme has] probably stopped so many crimes (2016)

It's really, really useful and it's a brilliant tool to have (2017)

I've been part of other schemes and they've been a bit shocking, but I think [Gloucester City Safe is] better because you can instantly scroll through and you receive messages on such a regular basis (2017)

I think it's made a massive difference (2017)

126 of the 149 respondents stated that the scheme had helped them identify individuals who had previously committed sanctionable offences. This was often achieved through communication between members, either via the secure radio network to which members have access, through the website, or through communication from the scheme manager:

[The scheme] is about keeping the rough out and keeping the good in (2014)

You're more aware of what's going on around. You know about issues before they happen to you (2015)

We've found that here we have less of it [incidents] now especially now we know the faces of people (2016)

I think it's good because you get the instant messaging... [and] once you get a notification through you're obviously more inclined to keep an eye for that specific person (2017)

We know who we need to look out for and what is going on around us, in other stores nearby (2017)

It's easy to see who you need to be looking for. It's easy to see what they've done. It's good to get pictures of faces. Because without it I wouldn't know who to look for and they'd slip under the radar (2017)

53 of the 149 responses noted that, above and beyond the overall positive benefits of the scheme, there was a marked element of offender deterrence achieved through scheme membership. When offences did occur, the warning/exclusion sanction system was felt by members to be a significant mechanism through which they could influence behaviour and control entry to their premises, further adding to the element of deterrence:

A lot of people who are on yellow cards, when they see the City Safe logo, they mention straight away if they are on City Safe and that they don't want to cause a problem (2015)

It does change people's behaviour, certainly people who have yellow cards behave very differently and don't want to be in a situation where they get red cards (2015)

The yellow and red cards, people have altered their behaviour ... the ones on yellow cards have proved the cards work as a deterrent, as they do not want a red card. Red cards make their life difficult and inconvenient (2016)

I think it stops [offenders] and the fact that they are banned from everywhere including the buses um when they're on a red card, it's a huge deterrent (2017)

This perceived success is in line with the quantitative data on the sanctions issued through the scheme. A total of 1223 sanctions were issued to 954 individuals between June 2014 and May 2017. 796 individuals (83% of those who received sanctions) received only one sanction, illustrating a high degree of compliance with this mechanism. However, 158 individuals received a second sanction through the scheme and were therefore excluded from member premises. 59 (37%) of those who received a second sanction did not offend further after its receipt. Although far lower than the level of overall desistance following a first sanction, this still illustrates the degree of success experienced by the scheme's efforts to achieve desistance among those who choose to ignore their initial sanction.

Offence prevention is further evidenced through the issuing of sanctions for 'being on the premises while banned'. This was the incident classification recorded by the scheme when an excluded individual set foot in a member premises. Scheme data recorded 869 incidents of 'being on the premises while banned'. This can indicate a number of different events and can be considered as a type of success for the scheme in certain circumstances. Firstly, any occurrence of being on the premises while banned that occurs at a location other than where an exclusion was issued shows effective information sharing among members. Secondly, if an incident of being on the premises while banned occurs in isolation, as it did in 395 (45%) of instances, then it is arguable that an incident was avoided as an excluded individual was asked to leave a location before they had the opportunity to commit an offence. Where an instance of being on the premises while banned occurred alongside another type of offence, as it did in 474/55% of instances, the scheme may not have experienced a direct crime reduction success.

79 of the 149 respondents said that scheme membership brought with it a strong sense of community cohesion:

Everybody works together (2014)

We are part of a community (2014)

I think it's really good. We're all sort of sticking together and ... coming together (2015)

I like how it's a cross network. Your part of the team (2015)

We feel like we're a part of a very special group in the sense that, you know, we're a part of all the local traders (2015)

It ... shows people that we work together and that it's not an individual going out on a limb saying "you're barred" (2016)

We know that the whole of the high street is dealing with this and the whole of the high street is sort of standing together (2017)

[The scheme] makes it more of a community amongst the shops that are part of it (2017)

Everybody backs this one hundred percent (2017)

Members noted that with this community cohesion came feelings of safety and security. Members described the importance of the connection to other scheme members, to the scheme management and how they felt less isolated as a result of these connections:

I work alone in the building. The scheme makes me feel easier (2014)

Everywhere keeps in contact with each other. Like if you're a day time trader or a night time trader everyone's constantly keeping in contact, so everyone knows what's going on at the same time (2015)

What's good about this is it involves the police a lot more. Its multiple agencies (2016)

We use it in order to help us keep our people safe (2017)

Our staff safety is a key thing with the crime that goes on. That is mainly what we use it for (2017)

I think it makes it feel like you're not alone (2017)

When you're alone working, it feels safer (2017)

Members discussed the importance of communication in generating a sense of community and feelings of enhanced safety. For example, members highlighted access to the two-way radios as an effective way to contact the scheme's management team, who in turn have access to the Town Centre CCTV operators, the various security teams, and the police:

It keeps everyone in the loop (2014)

It makes us feel more secure as a business, knowing that we've got that point of contact with security around the town. And also so we can hear what's going on with the rest of the town, so we like it as just a piece of security really, just to make us feel a bit safer in store (2015)

I think it's really good. It just helps communications between all the different pubs and businesses. It helps to make sure we can communicate if there is any trouble (2015)

[I] would say it's given us a better communication avenue. It's not just "come help, come help, come help, come help", but actually "we support you, you support us", and the community has that relationship which I think is very good (2016)

It's an absolutely brilliant scheme because we can all share information ... it makes it more difficult for them [offenders] to be able to go to other stores and help themselves cause we're all aware of who's out active, who's been locked up (2016)

The radio network is invaluable without a doubt, because ... it means we can contact [the scheme] immediately when there's a problem (2017)

There is someone at the end of the radio if we need help ... like for safety and security (2017)

We can all contact each other with walkie-talkies really quickly if there's any trouble or we need to get a hold of anybody, and I just think it's a great thing to be a part of really (2017)

5.4 Summary of the case study

The scheme has achieved a range of successes. Not only are members committed to the scheme (in terms of reporting relevant incidents and sharing information), but their use and support of its sanctions are central to the impact that a non-police led/legally enforceable punishment can have within a community. Members' accounts indicate high levels of perceived effectiveness that is partially confirmed by the incident and sanction data. The large majority (83%) of offenders desisted from further offending following a first sanction. It is arguable that in these cases the threat of an exclusion from over 100 food and goods retailers and entertainment and transport providers carried sufficient weight to deter these individuals from committing further incidents. There is also measurable success in terms of those individuals who do not commit further offences after receipt of a second sanction (an exclusion), and the occurrence of an instance of being on the premises while banned also brings with it various connotations of success.

The shared application of situation crime prevention methods has played an important part in strengthening community cohesion and increasing feelings of safety and security among members of the scheme. The heightened awareness of offenders and their behaviour that members identified as a benefit of the scheme illustrates how members have been successfully mobilised to support efforts to prevent the crimes that affect others. This success is both a product of the scheme and a platform for further success. With increases in feelings of safety, security, and community cohesion comes an increased willingness to participate actively in community crime reduction. This in turn will generate more information about offenders and offences and raise awareness among the broader public (both factors in the prevention of further crime). Although a moderate level of public awareness of the scheme was reported, further attempts to increase this are crucial for raising support and maximising deterrence and information sharing.

6 Examining the crime reduction and community safety initiatives in Gloucestershire's NTE

This section of the report considers the existing activity focused on reducing crime and increasing safety in the Gloucestershire's NTE. Section 6.1 provides an overview, describing the initiatives, platforms and activities of organisations that are contributing to these efforts in the county. Section 6.2 describes the framework that is used in section 6.3 to examine in detail nine crime reduction and community safety initiatives that are currently active in Gloucestershire.

6.1 Overview for Gloucestershire

Efforts to establish a safe, low crime Night Time Economy in Gloucestershire come from a combination of various local and national initiatives, groups and organisations. One of the most prominent regulatory economic powers in the NTE is the Late Night Levy (LNL). The LNL is a discretionary power which local councils can use to charge licensed premises opening late at night a or tax to cover costs associated with managing the late night economy. The LNL approach originally became available nationwide in October 2012 but was not introduced in to Cheltenham until April 2014.

In Cheltenham, under this LNL model, the Police received at least 70% of net levy revenue with the remainder being retained by the licensing authority to fund alcohol-related crime and disorder and services connected to the management of the NTE. Rather than managing two separate spending programmes, a single spending programme for Cheltenham was agreed, facilitated by a LNL Advisory Group that included members from the licensed trade. The approach was designed to be preventative, and to predominately not fund existing services, but instead fund activities that are aimed at reducing demand both on policing and management of the Night Time Economy. Monies managed by the LNL were used to fund NTE initiatives in line with five outcomes agreed by Cheltenham Borough Council and Gloucestershire's Police and Crime Commissioner:

- Promoting a greater diversity in the Night Time Economy that is not solely focused on alcohol.
- Supporting better management of licensed premises and public spaces.
- Working together to support safe movement through the Night Time Economy.
- Working together to reduce alcohol related health harms by preventing vulnerability, promoting safe drinking limits and reducing pre-loading.
- Working together to promote a clean environment.

The LNL in Cheltenham has been responsible for supporting a wide range of projects, schemes and activities. The following list (assembled from the Gloucestershire PCC website, 2018) provides some examples of this activity.

- Body worn CCTV cameras for Cheltenham taxi marshals.
- The Student Community Patrol scheme.
- Coordinator support towards securing and maintaining Purple Flag status for the Town Centre.
- St Pauls Street watch.

- A feasibility study to investigate the possibility of developing an alcohol-free venue for Cheltenham Town Centre.
- Support towards a wider project funded by Drinkaware to pilot club hosts whose role is to help reduce alcohol related harm in the Night Time Economy and tackle the incidence and acceptability of drunken sexual harassment.
- An evaluation report on the Potential Impact on Alcohol Misuse of a “Responsible Off-Licensing scheme” in Cheltenham.
- Additional taxi marshals to support Gold-Cup weeks.
- Funding a projects worker for The Hub Live! in Cheltenham Town Centre – an alcohol free venue for socialising, training and building skills and qualifications for employment.
- Regular cleaning of Ormond Place.
- First Aid training or staff working full time at licensed premises which are members of Night Safe.
- Radio system upgrade for Cheltenham Safe.
- Support for Joe’s Yarns, a regular story telling event in Cheltenham.
- Support for RU2Drunk, a scheme to reduce the ‘pre-loading’ of alcohol by members of the public prior to them arriving in the Town Centre.
- Support for developing a Cheltenham Night Safe website, promoting the evening and Night Time Economy of Cheltenham and Purple Flag.
- Support for a public leaflet campaign during Cheltenham Festival, 2017.
- Funding to gate two alleyways in the Lower High Street (Purple Flag area) to reduce the anti-social behaviour and cleaning issues caused by late night drinkers.
- Funding to gain accredited training for assessors in the national Best Bar None scheme.

The Late Night Levy in Cheltenham has also provided support to a new alcohol free venue in Cheltenham: the ‘Sober Parrot’. This support comprised both LNL funding and expert advice on set up and operation from one of the LNL Advisory Group members. A Gloucester venue, ‘The Cavern’, is another late night alcohol-free venue in the county, offering music and regular youth club nights. Such venues form an important part of the national move to establish ‘safe spaces’ for those using the NTE. Safe Space initiatives can involve volunteers, paid staff, St John’s Ambulance, paramedics basing themselves in buses, cabins, trailers, buildings or hospitals to provide a place of safety and/or medical treatment to those who require such things. This could be an area where additional activity is required in Gloucestershire.

The Levy was removed from Cheltenham in March 2017. The British Beer and Pub Association noted that the general levy approach had many flaws; amongst those was the fact that only 30% of the Levy revenue was allocated to local councils, with the other 70% to the police. Additionally, they argued that many traditional public houses which provided a responsible drinking environment closed earlier to avoid the Levy (BBPA, 2017:3). Whether this was the case in Cheltenham or not, this report still acknowledges and highlights the wide range of valuable activities that the LNL in Cheltenham supported and that continue to enhance the safety of those that use or work in Cheltenham’s NTE.

As a replacement to the Late Night Levy approach, Business Improvement Districts (BIDs) were introduced nationally to provide similar services and funding. The Department for Communities and

Local Government (2014) describe a BID as “...a defined area in which a levy is charged on all business rate payers in addition to the business rates bill. This levy is used to develop projects which will benefit businesses in the local area.” BIDs are voted in democratically. If the majority of businesses in a location agree to its implementation all businesses must pay the levy. Unlike the Late Night Levy, BIDs concern those operating both in the day time and Night Time Economy, creating a larger pool of funds which is managed by the businesses themselves. Examples of services this levy has been used to fund include street cleaning, security services, and streetscape enhancements.

Cheltenham introduced the BID model in August 2016. In the accompanying business plan for 2016-2021, the key project proposals for Cheltenham are marketing and promotion of businesses, business support, increased Town Centre events, greater parking and accessibility and public realm improvements (CheltenhamBID, 2017b). Cheltenham BID funds have been used to support efforts to improve the Town Centre, achieve Purple Flag status and launch an integrated promotional campaign designed to highlight the range of food and drink establishments in the town. Gloucester also introduced the BID model during Summer 2017. Their key action points across the city include improved safety and security, street cleanliness, improvements to the physical and environmental environment, area marketing and promotion, supporting and promoting business owners, business cost reduction, and increased networking opportunities (GloucesterBID, 2017). Gloucester BID funds have been used to support initiatives such as taxi wardens, City Protection Officers, improvements to street scene, signage, public realm and street cleanliness, and applications for Purple Flag status and the Best Bar None Awards.

In November 2016, Cheltenham received Purple Flag status. Gloucester is currently in the process of applying for the same status. Purple Flag status is a UK based accreditation supported and run by the Association of Town and City Management (ATCM): a not-for-profit organisation that has an aim of ensuring towns and cities reach their full potential. Purple Flag status is given to towns and cities that “...surpass the standards of excellence in managing the evening and Night Time Economy” (ATCM, 2017a). Cheltenham Borough Council (2017) exclaimed that receiving this status demonstrates “...a vibrant and diverse mix of dining, entertainment and culture while promoting the safety and wellbeing of visitors and local residents”. To achieve this reward, an inter-agency Night Time Economy strategy was formed. It is noted that “the strategy now provides a reference point for all partner agencies when implementing their own initiatives in matters relating to the evening economy, ensuring a consistent and continuing effect on the social, economic and environmental well-being of Cheltenham” (ATCM, 2017b).

Best Bar None was first piloted in Manchester in 2003, and it now operating during the Night Time Economy in many towns and cities up and down the UK, including Gloucester. The main aims of the scheme are to drive up licensing standards and promote responsible management of alcohol licensed premises. Through doing this, it is hoped that alcohol related crime and disorder will reduce, and positive relationships between the licensed trade, police and private sector will be solidified (Best Bar None, 2017a). Promoted by the Home Office, the Best Bar None initiative “shows a willingness to address alcohol related crime and anti-social behaviour through the promotion of good practice and education” (Best Bar None, 2017a). The decision to award Best Bar None accreditation is made following an assessment against 28 essential national criteria. These essential national criteria are the licensing objectives which include prevention of crime and disorder, public safety, prevention of public nuisance, protecting children from harm and training. Gloucester joined

the scheme in 2015 and has 15 accredited premises involved. Amongst these include bars and clubs concentrated on Eastgate Street, but also across the City Centre (Best Bar None, 2017b). Cheltenham is currently in the process of launching Best Bar None.

Much of the activity described in this section of the report has been achieved as a result of the close working arrangements between the licencing authorities in Gloucester and Cheltenham, the licensing officers at Gloucestershire constabulary, NTE licenced premises in Gloucester and Cheltenham and various other stakeholders. In addition to the achievements already described, these arrangements have helped: achieve improved management processes; address licensee trading issues; address noise issues in collaboration with Environmental Health; and introduce the use of breathalysers and drug swabs. Multi agency work and information sharing between stakeholders was reported to be a major strength here by one of the Constabulary's licencing officers (12).

6.2 Examining Gloucestershire's NTE crime reduction and community safety initiatives

The framework employed here to examine Gloucestershire's NTE crime reduction and community safety initiatives draws upon two robust and rigorous approaches to crime reduction initiative evaluation.

The first approach drawn upon is that of the What Works Centre for Crime Reduction, specifically Johnson, Tilley and Bowers (2015). The EMMIE framework (Effect-Mechanism-Moderators-Implementation-Economic Cost) is used by researchers at the Centre 'to present evidence from systematic reviews of research on crime reduction interventions in a format that helps users to access and understand it quickly' (What Works Centre for Crime Reduction 2017). EMMIE breaks down an analysis into constituent parts that examine, among other things, the impact, influences and benefits of a scheme, as well as the factors that are procedurally important such as implementation, operation and context.

The second approach drawn upon is taken from work undertaken on behalf of the European Crime Prevention Network, in which a series of evaluation indicators were identified for assessing the 'implementation, efficiency and effectiveness of a crime prevention programme' (Rummens et al, 2016, p5). The QUALIPREV process, as it is named, provides detailed insight into process evaluations, and has been adapted for the examination framework employed here.

The resulting framework is intended to be a tool for examining the processes and functions of an existing initiative. The approach does not constitute an evaluation of that initiative, but rather it is a model for identifying and understanding what the initiative is intending to do, how it intends to do this, the key achievements the initiative can claim, and the noteworthy limitations. The framework is presented as simple table. It is employed in section 6.3 to examine nine initiatives currently active in Gloucestershire, and is designed so that it could also be used by the OPCC or others in the future (a template for the framework included at Appendix 10). The framework is split into eight sections, and the following guidance explains the way in which the framework operates and can be applied:

Purpose and background:

This is a description of the key information for the initiative, for instance its: location (s), size, scope, purpose, the key stakeholders, and any involvement from the criminal justice system, partners and other community groups. If available, this would include information on an initiative's origins, background, and the problem that it was set up to address. This information allows the subsequent analysis to ascertain the fidelity of the intervention, i.e. is it addressing the needs for which it was established.

Implementation:

This is a description of the process of implementation for the initiative and the factors that were significant in this. For instance, it would consider the more strategic issues of delivery, such as the organising influences and management structures of the initiative.

Operation:

This is a description of how the initiative operates and functions. For instance, this would consider the practical elements of delivery including how groups might work together, and the nature of delivery in the day to day operations of the initiative.

Resources, cost, and sustainability:

This is a consideration of available information relating to the resources required, the cost of these resources, and the sustainability of the initiative. This can be difficult to ascertain, and it is not suggested that full cost-benefit analysis is undertaken unless specifically desired. Rather this is a broad indication of sustainability.

Key achievements:

This is an analysis of the key achievements of the initiative, and a consideration of the initiative's benefits. This might include achievements for those that are directly involved, for the criminal justice system, for the communities in which the initiative works, and for the wider public.

Community engagement and awareness:

This is a description of the way in which the initiative engages with those that use and work within the NTE (and others). As part of this it is useful to have some indication of how the initiative encourages awareness of its work and the extent to which those that use and work in the NTE are aware of the initiative.

Effectiveness:

This is an analysis of data relevant to effectiveness, which might include a range of data of actual impact (such as change in crime statistics) or of perceived impact (for instance measured through public awareness of an issue, or feelings of safety and/or security).

Limitations/areas for improvement:

Finally, this is an identification of limitations of the initiative. This might include areas in which the initiative is not achieving its stated goals, where there might be internal or external confounding factors, or where there are barriers to progress. As part of this, there might also be consideration for areas for improvement within the initiative.

6.3 Applying the framework to schemes in Gloucestershire

Having described the examination framework structure and its application, the remainder of this section uses this framework to analyse nine NTE crime reduction and community safety initiatives that function in the County. The data for the analysis comes from a combination of the desk research, key stakeholder interviews, and public and business surveys conducted by the research team. Where schemes run in both Cheltenham and Gloucester, references have been made to both locations. The examination of the Gloucester City Protection Officer initiative (Table 11) draws upon additional data collection conducted in February 2018. This involved a survey completed by 42 businesses in the Gloucester Business Improvement District and interviews with 10 key stakeholders.

Table 3: Cheltenham Night Safe

| Cheltenham Night Safe | Key information |
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| <p>Purpose and background: <i>Description of the initiative's location, size, scope, purpose, key stakeholders and involvement of the criminal justice system, partners and other community groups. If available, inclusion of information on its origins, background and the problem that it was set up to address.</i></p> | <p>Cheltenham Night Safe is a division of Cheltenham Safe: a not-for-profit Business Crime Reduction Partnership (BCRP). Set up in 2007, the aim of the initiative is to reduce crime, disorder and anti-social behaviour in Cheltenham's NTE through initiatives that provide set codes of practice. It has c.75 members (bars, pubs, nightclubs, food outlets) and works in close partnership with the police, Cheltenham Borough Council and the Chamber of Commerce.</p> |
| <p>Implementation: <i>Description of the process of implementation for the initiative and the factors that were significant to this.</i></p> | <p>The initiative is built upon previous schemes that were in place in Cheltenham before it was introduced. The initiative was able to draw on existing structures and bring together existing networks. With this came an enhanced understanding of the context and the issues present in Cheltenham's NTE. The initiative received public money to assist with its start up.</p> |
| <p>Operation: <i>Description of how the initiative operates and functions, who/what this involves and how.</i></p> | <p>The initiative employs an offender exclusion mechanism. If an offender causes a problem in one venue, they will be excluded from others that are part of Night Safe in Cheltenham. Members have access to an offender database, quarterly intelligence meetings and a radio network. There is emphasis on live information sharing over the radio network concerning crime, disorder and persons of interest.</p> |
| <p>Resources, cost and sustainability: <i>Consideration of available information relating to the resources required, the cost of these resources and the sustainability of the initiative.</i></p> | <p>Cheltenham Safe has a dedicated coordinator, funded by the local council. It relies on the participation of the businesses that operate in Cheltenham's NTE. Membership fees paid by these businesses cover the running costs of the initiative. The offender database and radio equipment/network require support and maintenance.</p> |
| <p>Key achievements: <i>Analysis of the key achievements and consideration of the initiative's benefits for those involved, the criminal justice system and the public.</i></p> | <p>Sharing of information equips those who work in the NTE to tackle crime and disorder more effectively. Exclusions are regarded as an effective means of removing problem persons. The initiative successfully engages with Best Bar None and played an active part in the gaining of Purple Flag status for the town. The initiative benefits from the active involvement of the police and the town Council.</p> |
| <p>Community engagement and awareness: <i>Description of the way in which the</i></p> | <p>The initiative actively encourages businesses to become part of the initiative, and it relies on the support (both financial and otherwise) of the business community. Significant effort is put in</p> |

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| <p><i>initiative engages those who use and work within the NTE (and others) and analysis of the extent to which those who use and work in the NTE are aware of the initiative.</i></p> | <p>to strengthening and sustaining links with the police, the Business Improvement District management and the University, among others. Of the 344 public survey respondents who answered a question on this, 123 (36%) had heard of this initiative and 221 (64%) had not.</p> |
| <p>Effectiveness: <i>Analysis of data relevant to effectiveness (perceived and/or actual).</i></p> | <p>123 public survey respondents answered a question on this initiative's effectiveness. 57 (46%) respondents did not know how effective the initiative is, 54 (44%) respondents thought the initiative was 'fairly' or 'very' effective, and 12 (10%) respondents thought that the initiative was 'fairly' or 'very' ineffective. Exclusions are regarded by key stakeholders as an effective means of removing problem persons.</p> |
| <p>Limitations/areas for improvement: <i>Identification of limitations and areas for improvement.</i></p> | <p>Questions were raised as to whether Cheltenham Safe's current organisation (which divides the management, network, information sharing and sanctions in to day time and night time sub-initiatives) is the most effective approach. It was noted that the initiative could be used as a platform for bringing together all licensees in Cheltenham, rather than just those who opt in to the initiative.</p> |

Table 4: Student Community Patrol, Cheltenham

| Student Community Patrol | Key information |
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| <p>Purpose and background: <i>Description of the initiative's location, size, scope, purpose, key stakeholders and involvement of the criminal justice system, partners and other community groups. If available, inclusion of information on its origins, background and the problem that it was set up to address.</i></p> | <p>Student Community Patrol is an initiative run by the University of Gloucestershire. It has received funding from the OPCC. It was established in 2011 with the aim of supporting students and the wider community during visits to the NTE. Patrollers work in liaison with police officers and door security at NTE venues in Cheltenham, and are supervised by two PCSOs.</p> |
| <p>Implementation: <i>Description of the process of implementation for the initiative and the factors that were significant to this.</i></p> | <p>The University, the Students' Union, and Gloucestershire Constabulary all played a part in both identifying the need for this initiative and in its development and implementation. Financial support during the early stages (from the OPCC, the Late Night Levy, and the University) was important for purchasing required equipment/supplies.</p> |
| <p>Operation: <i>Description of how the initiative operates and functions, who/what this involves and how.</i></p> | <p>Patrols usually take place on Wednesday nights between 11:30pm and 3:30am rather than at weekends. Patrollers are located strategically in areas that have been identified as requiring their presence. The patrollers are fully trained University of Gloucestershire student volunteers who give minor first aid, call taxis, direct students and deal with challenging situations to help ensure students and members of the public remain safe. To enable effective communication, Student Community Patrollers have also been trained to use the Night Safe radio network. At current, there are 15 volunteers.</p> |
| <p>Resources, cost and sustainability: <i>Consideration of available</i></p> | <p>The initiative relies on the support of the PCSOs from Gloucestershire Constabulary. Funding is required to cover the cost of high-visibility jackets and first aid equipment/various</p> |

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| <p><i>information relating to the resources required, the cost of these resources and the sustainability of the initiative.</i></p> | <p>provisions for aiding those in need. The initiative is heavily reliant on the support of volunteers, but has received some funding/support from the Late Night Levy, the OPCC and the University. According to a stakeholder, there was a lack of funding to hold a second training programme and recruit new volunteers at the start of 2017.</p> |
| <p>Key achievements: <i>Analysis of the key achievements and consideration of the initiative's benefits for those involved, the criminal justice system and the public.</i></p> | <p>According to the initiative's internal performance monitoring report, Student Community Patrollers have had an impact on improving "...community safety by increased monitoring of the streets on a student night - leading to increased accuracy & speed of delivery of intelligence to the Control Room - leading to quicker response times." This also ensures faster treatment for medical emergencies during the Night Time Economy. The initiative's links with Cheltenham Night Safe and use of the radio network is also a significant achievement.</p> |
| <p>Community engagement and awareness: <i>Description of the way in which the initiative engages those who use and work within the NTE (and others) and analysis of the extent to which those who use and work in the NTE are aware of the initiative.</i></p> | <p>The initiative is publicised in University written materials and to the student body through other means. Of the 343 public survey respondents who answered this question, 212 (62%) had heard of this initiative and 131 (38%) had not.</p> |
| <p>Effectiveness: <i>Analysis of data relevant to effectiveness (perceived and/or actual).</i></p> | <p>212 public survey respondents answered a question on this initiative's effectiveness. 106 (50%) respondents did not know how effective the initiative is, 84 (40%) respondents thought the initiative was 'fairly' or 'very' effective, and 22 (10%) respondents thought that the initiative was 'fairly' or 'very' ineffective.</p> |
| <p>Limitations/areas for improvement: <i>Identification of limitations and areas for improvement.</i></p> | <p>There is need for better coordination with the Pittville patrol, in terms of both geographical coverage and shift patterns. Reduced numbers of patrollers this year may have been caused partially due to the introduction of the new Pittville Patrol team in September 2017. According to a key stakeholder, the commitment from patrollers can vary. Despite calls for the initiative to operate on other nights, according to the initiative's internal performance monitoring report, 'SCP cannot patrol for two nights per week due to not having police support on the ground for the volunteers. Our insurance for the scheme is based on this support.'</p> |

Table 5: Pittville Patrol, Cheltenham

| Pittville Patrol | Key information |
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| <p>Purpose and background: <i>Description of the initiative's location, size, scope, purpose, key stakeholders and involvement of the criminal justice system, partners and other community groups. If available, inclusion of information on its origins, background and the problem that it was set up to address.</i></p> | <p>Pittville Patrol is a University of Gloucestershire initiative. The initiative seeks to tackle anti-social behaviour, excessive noise, litter, and drunk and disorderly conduct, and diffuse conflict. Student volunteers patrol around the Pittville student residential areas in Cheltenham, providing care to students walking to and from the Pittville area, and assisting with student safety and minor first aid.</p> |
| <p>Implementation:</p> | <p>The development of a large student village in Pittville, where</p> |

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| <p><i>Description of the process of implementation for the initiative and the factors that were significant to this.</i></p> | <p>there would be a significant concentration of students, caused concerns within the local community. Planning consent for the development came with a requirement for a safety and disorder reduction initiative. In response to these issues the University provided funding for a new initiative and a dedicated coordinator to run the initiative.</p> |
| <p>Operation: <i>Description of how the initiative operates and functions, who/what this involves and how.</i></p> | <p>The Pittville Patrollers work in liaison with Gloucestershire Constabulary’s PCSOs, police officers, onsite security, and their community patrol coordinator. Their patrolling hours begin at 10pm and finish at 4am on Monday and Wednesday evenings. Patrollers make use of Night Safe radios, which ensures for efficient communication between all parties. They are located strategically in areas identified as important by the University and local community.</p> |
| <p>Resources, cost and sustainability: <i>Consideration of available information relating to the resources required, the cost of these resources and the sustainability of the initiative.</i></p> | <p>Substantial funding comes from the University, which covers the coordinator role, uniforms, equipment, training resources, and supplies. The initiative is heavily dependent on volunteer patrollers and on the support of PCSOs from Gloucestershire constabulary.</p> |
| <p>Key achievements: <i>Analysis of the key achievements and consideration of the initiative’s benefits for those involved, the criminal justice system and the public.</i></p> | <p>According to a key stakeholder, there has been a decrease in noise complaints and littering since the initiative was introduced. The presence of patrollers acts as an effective deterrent for these and other behaviours.</p> |
| <p>Community engagement and awareness: <i>Description of the way in which the initiative engages those who use and work within the NTE (and others) and analysis of the extent to which those who use and work in the NTE are aware of the initiative.</i></p> | <p>The initiative is publicised in University written materials and to the student body through other means. Of the 343 public survey respondents who answered this question, 130 (38%) had heard of this initiative and 213 (62%) had not.</p> |
| <p>Effectiveness: <i>Analysis of data relevant to effectiveness (perceived and/or actual).</i></p> | <p>130 public survey respondents answered a question on this initiative’s effectiveness. 58 (45%) respondents did not know how effective the initiative is, 56 (43%) respondents thought the initiative was ‘fairly’ or ‘very’ effective, and 16 (12%) respondents thought that the initiative was ‘fairly’ or ‘very’ ineffective.</p> |
| <p>Limitations/areas for improvement: <i>Identification of limitations and areas for improvement.</i></p> | <p>There is need for further coordination within the Student Community Patrol, in terms of both geographical coverage and shift patterns. An expansion of the initiative to the new student village in Gloucester should also be considered.</p> |

Table 6: Cheltenham Guardians

| Cheltenham Guardians | Key information |
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| <p>Purpose and background: <i>Description of the initiative’s location, size, scope, purpose, key stakeholders and involvement of the criminal justice system, partners and other community groups. If available, inclusion of information</i></p> | <p>Cheltenham Guardians are a community response organisation that provide care and compassion to those in need using the NTE. They offer their services to every individual in need of assistance during the Night Time Economy, but their particular focus is on protecting lone vulnerable females.</p> |

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| <p><i>on its origins, background and the problem that it was set up to address.</i></p> | |
| <p>Implementation: <i>Description of the process of implementation for the initiative and the factors that were significant to this.</i></p> | <p>The initiative was established in Cheltenham in 2014 and is a division of Cheltenham CERT (Community Emergency Response Team). According to the Guardian’s website, the initiative focuses on ‘rapid response emergency care and aid services’. This is different to other community led initiatives in Cheltenham, and represents a distinct take on the problems that occur in the NTE and on what is required to address these issues. Implementation, therefore, required branding, equipment and training to facilitate this approach.</p> |
| <p>Operation: <i>Description of how the initiative operates and functions, who/what this involves and how.</i></p> | <p>The group operates during Saturday evenings between the hours of 10pm and 7am in Cheltenham. It is reliant on volunteers, who through use of the emergency services radio network attend emergency situations that occur in central Cheltenham to provide assistance and support. The initiative is also responsible for the creation of the India Protocol, which is a lone female safeguarding initiative that operates in Cheltenham Town Centre.</p> |
| <p>Resources, cost and sustainability: <i>Consideration of available information relating to the resources required, the cost of these resources and the sustainability of the initiative.</i></p> | <p>The initiative is heavily dependent on the support of volunteers. It receives its funding from its members and from public donations. It does not receive money from Government.</p> |
| <p>Key achievements: <i>Analysis of the key achievements and consideration of the initiative’s benefits for those involved, the criminal justice system and the public.</i></p> | <p>According to its website, ‘Cheltenham Guardians are preventing crime, saving the NHS money and freeing up valuable resources ... [and the] safety and security of lone and vulnerable females in Cheltenham Town Centre has increased exponentially since the introduction of Cheltenham Guardians and the India Protocol to the Cheltenham Night Time Economy’ (2017).</p> |
| <p>Community engagement and awareness: <i>Description of the way in which the initiative engages those who use and work within the NTE (and others) and analysis of the extent to which those who use and work in the NTE are aware of the initiative.</i></p> | <p>Of the 342 public survey respondents who answered this question, 146 (43%) had heard of this initiative and 196 (57%) had not. According to its website, Cheltenham Guardians work closely with ‘Gloucestershire Constabulary, Cheltenham Borough Council, Cheltenham Safe, Cheltenham Street Pastors, the University of Gloucestershire Student Patrol and Cheltenham entertainment venues.’</p> |
| <p>Effectiveness: <i>Analysis of data relevant to effectiveness (perceived and/or actual).</i></p> | <p>146 public survey respondents answered a question on this initiative’s effectiveness. 47 (32%) respondents did not know how effective the initiative is, 79 (54%) respondents thought the initiative was ‘fairly’ or ‘very’ effective, whilst 20 (14%) respondents thought that the initiative was ‘fairly’ or ‘very’ ineffective.</p> |
| <p>Limitations/areas for improvement: <i>Identification of limitations and areas for improvement.</i></p> | <p>Closer alignment and strategic community-wide role and remit mapping may help the Guardians and those that they work with ensure that there is no duplication/overlap in the provision of emergency response, shelter/first aid and non-emergency care and assistance (and when and where these things are provided).</p> |

Table 7: Street Pastors, Countywide

| Street Pastors | Key information |
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| <p>Purpose and background: <i>Description of the initiative's location, size, scope, purpose, key stakeholders and involvement of the criminal justice system, partners and other community groups. If available, inclusion of information on its origins, background and the problem that it was set up to address.</i></p> | <p>Street Pastors is an interdenominational network of adult Christian volunteers. Their aim is to provide aid and support to users of the Night Time Economy, and to increase public safety and decrease crime and disorder. The programme was initially founded in 2003 in London – since then it has grown in strength and numbers up and down the UK. According to their website, 'Currently, more than 300 towns and cities around the UK have a Street Pastors team. [With] prayer pastors, management teams and trustees, this means that there are over 20,000 volunteers in total associated with the Street Pastors network' (StreetPastors, 2017).</p> |
| <p>Implementation: <i>Description of the process of implementation for the initiative and the factors that were significant to this.</i></p> | <p>The initiative has been operational in Cheltenham for 8 years. It requires voluntary support and funding for various equipment and resources in order to operate. As a national initiative with a model that is replicated in each location, there was nothing of distinct relevance to implementation in Gloucestershire to note here.</p> |
| <p>Operation: <i>Description of how the initiative operates and functions, who/what this involves and how.</i></p> | <p>The Street Pastors usually patrol towns and cities on Friday and Saturday nights during the hours of 10pm and 4am (StreetPastors, 2017). In Gloucestershire, Street Pastors are found in Cheltenham, Gloucester, Cirencester, and Stroud. They work closely with local council and police but insist that they are regarded as independent and politically impartial. In Cheltenham there are 56 volunteer Street Pastors. The Street Pastors work closely with the police.</p> |
| <p>Resources, cost and sustainability: <i>Consideration of available information relating to the resources required, the cost of these resources and the sustainability of the initiative.</i></p> | <p>This initiative receives some funding from the OPCC. It is also reliant on public donations. Each street pastor receives nearly 50 hours of training and thorough safeguarding checks, which requires finance and administrative support. Funding is also required for First Aid, equipment and supplies.</p> |
| <p>Key achievements: <i>Analysis of the key achievements and consideration of the initiative's benefits for those involved, the criminal justice system and the public.</i></p> | <p>Many of the key stakeholders noted the initiative's achievements. The provision of first-aid and flip flops, collection of litter, and efforts to increase the welfare of those in need were noted by many interviewees as significant. Testimony from the OPCC on the initiative's website recognises their efforts generally and compliments the structures that the initiative has put in place.</p> |
| <p>Community engagement and awareness: <i>Description of the way in which the initiative engages those who use and work within the NTE (and others) and analysis of the extent to which those who use and work in the NTE are aware of the initiative.</i></p> | <p>Of the 343 public survey respondents who answered this question for Cheltenham's NTE, 191 (56%) had heard of this initiative and 152 (44%) had not. Of the 104 public survey respondents who answered this question for Gloucester's NTE, 43 (41%) had heard of this initiative and 61 (59%) had not.</p> |
| <p>Effectiveness: <i>Analysis of data relevant to effectiveness (perceived and/or actual).</i></p> | <p>191 public survey respondents answered a question on this initiative's effectiveness in Cheltenham's NTE. 74 (39%) respondents did not know how effective the initiative is, 92 (48%) respondents thought the initiative was 'fairly' or 'very' effective, and 25 (13%) respondents thought that the initiative was 'fairly'</p> |

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| | <p>or ‘very’ ineffective.</p> <p>43 public survey respondents answered a question on this initiative’s effectiveness in Gloucester’s NTE. 27 (63%) respondents did not know how effective the initiative is, 15 (35%) respondents thought the initiative was ‘fairly’ or ‘very’ effective, and 1 (2%) respondent thought that the initiative was ‘fairly’ ineffective.</p> |
| <p>Limitations/areas for improvement:</p> <p><i>Identification of limitations and areas for improvement.</i></p> | <p>The Street Pastor’s representative who participated in this research suggested that a designated ‘safe place’ for the police and Street Pastors to use would help further improve the service.</p> |

Table 8: #AskAngela, Cheltenham and Gloucester

| #AskAngela | Key information |
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| <p>Purpose and background:</p> <p><i>Description of the initiative’s location, size, scope, purpose, key stakeholders and involvement of the criminal justice system, partners and other community groups. If available, inclusion of information on its origins, background and the problem that it was set up to address.</i></p> | <p>Present in both Cheltenham and Gloucester, #AskAngela addresses sexual violence and abuse in the NTE. The initiative has been adopted in major cities and towns across the UK. Gloucester Licensed Victuallers Association collaborated with Gloucestershire Rape and Sexual Assault Centre (GRASAC), Gloucestershire Constabulary and the Police and Crime Commissioner to launch this initiative.</p> |
| <p>Implementation:</p> <p><i>Description of the process of implementation for the initiative and the factors that were significant to this.</i></p> | <p>The introduction of this initiative has been gradual, voluntary and has relied on NTE venue owners and workers sharing information concerning its operation, value and success.</p> |
| <p>Operation:</p> <p><i>Description of how the initiative operates and functions, who/what this involves and how.</i></p> | <p>The promotional posters often found in toilets encourage people to go to the bar if they ever feel unsafe or in danger and cannot escape, and/or wish to avoid confrontation from the person they are with. By asking for ‘Angela’ at the bar, the staff will remove the individual who is feeling vulnerable from the situation, call them a taxi, and get help if necessary.</p> |
| <p>Resources, cost and sustainability:</p> <p><i>Consideration of available information relating to the resources required, the cost of these resources and the sustainability of the initiative.</i></p> | <p>Costs here are minimal. Venues that support the initiative may have posters or other materials to inform customers that the initiative is in operation. The most important requirement, however, is staff awareness and training.</p> |
| <p>Key achievements:</p> <p><i>Analysis of the key achievements and consideration of the initiative’s benefits for those involved, the criminal justice system and the public.</i></p> | <p>Key stakeholders were positive about the initiative during interview. Success stories have also been captured by local news and media.</p> |
| <p>Community engagement and awareness:</p> <p><i>Description of the way in which the initiative engages those who use and work within the NTE (and others) and analysis of the extent to which those who use and work in the NTE are aware of the initiative.</i></p> | <p>The initiative has an active social media campaign. As awareness is the most significant facilitator for success in this instance, this is particularly important.</p> <p>Of the 344 public survey respondents who answered this question for Cheltenham’s NTE, 163 (47%) had heard of this initiative and 181 (53%) had not.</p> <p>Of the 103 public survey respondents who answered this</p> |

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| | question for Gloucester’s NTE, 58 (56%) had heard of this initiative and 45 (44%) had not. |
| <p>Effectiveness: <i>Analysis of data relevant to effectiveness (perceived and/or actual).</i></p> | <p>163 public survey respondents answered a question on this initiative’s effectiveness in Cheltenham’s NTE. 78 (48%) respondents did not know how effective the initiative is, 76 (47%) respondents thought the initiative was ‘fairly’ or ‘very’ effective, and 9 (5%) respondents thought that the initiative was ‘fairly’ or ‘very’ ineffective.</p> <p>58 public survey respondents answered a question on this initiative’s effectiveness in Gloucester’s NTE. 34 (59%) respondents did not know how effective the initiative is, 18 (31%) respondents thought the initiative was ‘fairly’ or ‘very’ effective, and 6 (10%) respondents thought that the initiative was ‘fairly’ or ‘very’ ineffective.</p> |
| <p>Limitations/areas for improvement: <i>Identification of limitations and areas for improvement.</i></p> | <p>Those who use, work or are stakeholders in Gloucestershire’s NTE must continue to publicise the initiative. NTE venues must ensure that their staff are aware of the course of action that will be employed in the event of a customer making use of the initiative, as this is not something that is specified precisely by the initiative.</p> |

Table 9: Gloucester City Safe

| Gloucester City Safe | Key information |
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| <p>Purpose and background: <i>Description of the initiative’s location, size, scope, purpose, key stakeholders and involvement of the criminal justice system, partners and other community groups. If available, inclusion of information on its origins, background and the problem that it was set up to address.</i></p> | <p>Gloucester City Safe (GCS) is a not-for-profit Business Crime Reduction Partnership (BCRP) present in both Gloucester and Stroud. GCS operates during the night and day time economies, and is supported by a range of shops, restaurants, StageCoach bus services, and bars and clubs in the area. The intention of the initiative is to decrease crime, disorder and anti-social behaviour. Currently, GCS has 140 business members and works closely with the police and local authorities.</p> |
| <p>Implementation: <i>Description of the process of implementation for the initiative and the factors that were significant to this.</i></p> | <p>The initiative built on the foundations laid by earlier schemes. It retained certain aspects of these schemes and introduced a model that was in place in Brighton. This involved updating previous ways of working and introducing new technologies. Gradual growth of membership has led to a sustained and cohesive network.</p> |
| <p>Operation: <i>Description of how the initiative operates and functions, who/what this involves and how.</i></p> | <p>The initiative uses a two-tier sanctioning system, whereby an individual can receive a warning (yellow card) and then an exclusion (red card). An exclusion applies to all member locations and facilities. The initiative has a coordinator, and members gain access to a secure information sharing web platform and a radio network. Support from the police is important for the initiative’s operation.</p> |
| <p>Resources, cost and sustainability: <i>Consideration of available information relating to the resources required, the cost of these resources and the sustainability of the initiative.</i></p> | <p>The initiative was funded for an initial 2 years by the OPCC. The initiative is now funded through a yearly subscription paid by its members. The City Protection Officers that work closely with the initiative are funded by the OPCC and Gloucester’s BID. The funds generated by membership fees cover the secure web platform, the radio network and other running costs. The information</p> |

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| | sharing and monitoring processes in place draw heavily on dedicated CCTV operators. A two-way information exchange with the police concerning arrested persons and persons of interest is also required for the initiative to operate in its current format. |
| <p>Key achievements: <i>Analysis of the key achievements and consideration of the initiative's benefits for those involved, the criminal justice system and the public.</i></p> | The initiative has facilitated the growth of a major community network. Its information sharing culture is also an important achievement. In terms of combatting offending, 83% of those that receive a sanction do not go on to commit further offences (captured by the initiative). The introduction of City Protection Officers and the sharing of information with Cheltenham Safe are also noteworthy achievements. The data presented in section 5 of this report provides further insight in to the achievements and effectiveness of this initiative. |
| <p>Community engagement and awareness: <i>Description of the way in which the initiative engages those who use and work within the NTE (and others) and analysis of the extent to which those who use and work in the NTE are aware of the initiative.</i></p> | <p>The initiative's coordinator sends out regular email news updates to share intelligence and seek input from members (often when seeking to identify unknown individuals). The coordinator also makes significant efforts to grow membership and encourage active participation from members. Members have branded stickers in their premises windows and the initiative has an active social media presence.</p> <p>Of the 104 public survey respondents who answered this question, 39 (37%) had heard of this initiative and 65 (63%) had not.</p> |
| <p>Effectiveness: <i>Analysis of data relevant to effectiveness (perceived and/or actual).</i></p> | 39 public survey respondents answered a question on this initiative's effectiveness. 24 (62%) respondents did not know how effective the initiative is, 13 (33%) respondents thought the initiative was 'fairly' or 'very' effective, and 2 (5%) respondents thought that the initiative was 'very' ineffective. The data presented in section 5 of this report provides further insight in to the achievements and effectiveness of this initiative. |
| <p>Limitations/areas for improvement: <i>Identification of limitations and areas for improvement.</i></p> | Further geographical expansion and increase in number of members should be considered. It is likely that some excluded individuals will continue to offend elsewhere in locations not covered by their ban. Further information sharing between Gloucestershire's crime reduction initiatives/organisations may help combat this. |

Table 10: Gloucester Nightsafe

| Gloucester Nightsafe | Key information |
|--|--|
| <p>Purpose and background: <i>Description of the initiative's location, size, scope, purpose, key stakeholders and involvement of the criminal justice system, partners and other community groups. If available, inclusion of information on its origins, background and the problem that it was set up to address.</i></p> | This initiative is a platform for partnership working. Although it is unclear from materials in the public domain whether it is still active, the initiative represents a concentrated effort to make improvements to the Eastgate Street area in Gloucester and increase the safety of those using and working in the NTE in this location. |
| <p>Implementation: <i>Description of the process of implementation for the initiative and</i></p> | The initiative was initially formulated during the Summer of 2012, in response to the Safer Gloucester plan 2012-2013. This plan "...pledged to work to ensure that residents and visitors to the |

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| <i>the factors that were significant to this.</i> | City Centre on a Friday and Saturday night are and feel safe, focusing resources into any area causing concern” (Safer Gloucester, 2017). Support from a range of partner organisations was a significant factor in the implementation of this initiative. |
| Operation: <i>Description of how the initiative operates and functions, who/what this involves and how.</i> | Representatives from Gloucestershire Constabulary, Gloucester City Council’s Community Safety and Licensing teams, the taxi trade, and Youth Support Services are present during meetings and all work in liaison to decrease crime and associated behaviour and increase safety. |
| Resources, cost and sustainability: <i>Consideration of available information relating to the resources required, the cost of these resources and the sustainability of the initiative.</i> | This is unclear from the publicly available materials. The research team were unable to contact a representative of this initiative. |
| Key achievements: <i>Analysis of the key achievements and consideration of the initiative’s benefits for those involved, the criminal justice system and the public.</i> | The Nightsafe group was instrumental in the efforts to gain OPCC funding and support for the extension of the taxi marshalling scheme in Gloucester. This marshalling scheme was recognised by many of the key stakeholders during interview as an important mechanism for crime reduction and safety enhancement. |
| Community engagement and awareness: <i>Description of the way in which the initiative engages those who use and work within the NTE (and others) and analysis of the extent to which those who use and work in the NTE are aware of the initiative.</i> | Of the 104 public survey respondents who answered this question, 27 (26%) had heard of this initiative and 77 (74%) had not. |
| Effectiveness: <i>Analysis of data relevant to effectiveness (perceived and/or actual).</i> | 27 public survey respondents answered a question on this initiative’s effectiveness. 17 (63%) respondents did not know how effective the initiative is, 8 (30%) respondents thought the initiative was ‘fairly’ effective, and 2 (7%) respondents thought that the initiative was ‘very’ ineffective. |
| Limitations/areas for improvement: <i>Identification of limitations and areas for improvement.</i> | This is unclear from the publicly available materials. |

Table 11: Gloucester City Protection Officers

| Gloucester City Protection Officers (CPOs) | Key information |
|---|--|
| Purpose and background: <i>Description of the initiative’s location, size, scope, purpose, key stakeholders and involvement of the criminal justice system, partners and other community groups. If available, inclusion of information on its origins, background and the problem that it was set up to address.</i> | Uniformed, civilian City Protection Officers (CPOs) operate in Gloucester’s Business Improvement District (BID) to provide a highly visible security presence for the community. The role of the CPOs is to contribute to maintaining and improving community safety for businesses, their staff, customers, residents and visitors to the city. They work with the council, police and other stakeholders to find sustainable solutions when dealing with individuals regarded as vulnerable, such as street beggars, street drinkers and rough sleepers. |

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|---|---|
| <p>Implementation: <i>Description of the process of implementation for the initiative and the factors that were significant to this.</i></p> | <p>This initiative was formally launched in October 2017. The development and introduction of this initiative was community driven. Gloucester City Safe, local police and council, OPCC, BID businesses and other stakeholders all had some involvement in this process.</p> |
| <p>Operation: <i>Description of how the initiative operates and functions, who/what this involves and how.</i></p> | <p>The CPOs operate for a total of 200 hours over a seven day week, 364 days a year. Their activity is overseen by the Gloucester City Safe scheme manager. Their hours of activity are during the main day time trading hours and the early evening and they support businesses involved in the day time and night time economies. Officers are SIA approved, First Aid trained and make use of the City Safe radio network and the City Safe information sharing secure web platform.</p> |
| <p>Resources, cost and sustainability: <i>Consideration of available information relating to the resources required, the cost of these resources and the sustainability of the initiative.</i></p> | <p>The OPCC contributed £52,500 over the first 18 months of the initiative and has offered a further £70,000 subject to certain conditions being met. Other support (financial and/or resources) are provided by the local council and by Gloucester City Safe. Longer term sustainability still needs to be considered. CPOs receive salaries, have SIA licences and have uniform and equipment requirements.</p> |
| <p>Key achievements: <i>Analysis of the key achievements and consideration of the initiative's benefits for those involved, the criminal justice system and the public.</i></p> | <p>The CPOs have been welcomed and received positively by the BID community. Most of the BID members surveyed (30/42) 'agreed' or 'strongly agreed' that 'the introduction of the CPOs in the City Centre has been a success'. A similar proportion of the BID members surveyed (29/42) 'agreed' or 'strongly agreed' that 'the introduction of the CPOs in the City Centre has eased workload for the police', and around half (23/42) 'agreed' or 'strongly agreed' that they 'feel safer in [their] place of work since the CPOs were introduced'.</p> |
| <p>Community engagement and awareness: <i>Description of the way in which the initiative engages those who use and work within the NTE (and others) and analysis of the extent to which those who use and work in the NTE are aware of the initiative.</i></p> | <p>The data gathered through interview and survey all suggests that the CPOs have successfully engaged the community. They have generated awareness of their presence supported by the media and local stakeholders. Most of the BID members surveyed (28/42) stated that they see the CPOs patrolling once a day or more. Almost all the BID members surveyed (37/42) stated that they knew how to contact the CPOs should they need to.</p> |
| <p>Effectiveness: <i>Analysis of data relevant to effectiveness (perceived and/or actual).</i></p> | <p>The CPOs were perceived to be effective by much of the BID community. Around half of the BID businesses surveyed as part of this research (c. 21/42) 'agreed' or 'strongly agreed' that 'crime has reduced', 'anti-social-behaviour has reduced', and 'cleanliness has improved' in the City Centre since the CPOs were introduced.</p> |
| <p>Limitations/areas for improvement: <i>Identification of limitations and areas for improvement.</i></p> | <p>Many of the BID members surveyed stated that the initiative does not need to change and is working well. However, almost all the BID members surveyed (36/42) stated that they would like to see more CPOs in the City Centre. Two BID members stated that they would like to see the CPOs start their patrols earlier in the day.</p> |

7 OPCC assessment tool for new NTE initiatives

This section of the report synthesises the analysis conducted in section 6 and presents an integrated discussion of the learning and best practice that is evident from this analysis. This learning is then converted into a Red/Amber/Green assessment tool designed to be used by the OPCC when reviewing new NTE initiatives.

7.1 Learning around successful implementation (including factors relevant to “purpose and background”)

The design of a new initiative should be preceded by a clear articulation and in an in-depth understanding of a problem. This can come from community consultation, gathering various sources of data and working with relevant community groups and stakeholders. This process will be enhanced further by drawing upon relevant expertise, both contextual and practical, as well as information about the environmental and physical characteristics of the area in which an initiative will operate. This process will help ensure that the role and remit of the initiative is articulated clearly from inception and that it is genuinely suitable as a mechanism for addressing the problem that was identified.

The design process should involve drawing upon evidence of best practice, bringing together (and then enhancing) existing networks, and considering ways in which participation can be encouraged and awareness increased. A new initiative should (where relevant and possible) build upon the work of previous schemes, continuing or learning from the elements that worked well and addressing and updating the things that did not.

The final issue here concerns resources. Start-up revenue is critical, and the PCC has played a significant part in supporting many of the initiatives considered in this report. The early appointment of a dedicated coordinator (where appropriate) can help ensure that sufficient attention is given to the management of resources and to the sustainability of an initiative from its inception. Stakeholder support, particularly from the police and the local council, is also a significant factor here as many of these initiatives require support and access to information immediately in order to operate.

7.2 Learning around successful operation (including factors relevant to “resources, cost, sustainability” and “police involvement”)

A number of the issues relevant to successful implementation are also important for successful operation. Initiatives require sustained community support and buy-in and are rarely successful without this. For many of the initiatives considered in this report, successful publicity and awareness raising among the public came in part from the effective use of social media. Analysis of a crime or safety related problem, and of the environmental and physical characteristics of relevance to a problem, is not something that should be ever treated as ‘complete’. Such problems are not static, and as they evolve and change so too should the strategies designed to combat them.

Information sharing is an important part of successful operation. Not only does this involve effective use of radio networks and online resources (both during and after the NTE trading time periods) but this requires agreed arrangements with the police, with community groups and with other initiatives. Regular group and/or management meetings and appropriate forums for discussion are

an important part of this. Another part of this is the appropriate storage of information so it can be analysed and revisited.

Sustainable operation, resources and support is also of importance here. Membership fees must cover costs but at the same time not deter prospective members. There is a significant reliance on volunteers across the initiatives considered in this report. Although this brings many benefits it can result in some degree of fluidity. It is therefore vital that each initiative has a sustainable core, either in the form of a paid coordinator or a long-term volunteer. Affiliation with other initiatives or national schemes can be a significant factor in this preservation. The police play a vital part in the delivery of these initiatives. They provide essential insight, information and support without which many of the initiatives considered in this report would struggle to operate. In a climate of stretched resources, it remains important that the police continue to see an active involvement in these community-led initiatives as a priority.

7.3 Learning around engagement, coordination and collaboration (including factors relevant to “community engagement and awareness” and “operation”)

The way in which initiatives engage the community, collaborate with each other and coordinate their activity is vital for their success. Information sharing, the importance of which was noted under the previous section, is one part of this. There were various formal platforms and management groups in place for facilitating this coordination among the initiatives that this report considers, and the local council and various licencing bodies play an important part in this. However, informal day-to-day information sharing and coordination as equally important. In the case of Gloucester City Safe, encouraging information sharing and active participation (and working hard to make this an easy process for members) helped facilitate an increased sense of community cohesion and feelings of safety and security for its members. This initiative activity encourages representatives of other initiatives to become Gloucester City Safe members, gaining access to the information sharing platform and becoming a part of this community.

7.4 Learning around challenges and barriers (including factors relevant to “limitation/areas for improvement”)

The first challenge identified here concerns public awareness. Initiatives such as these are at their most effective when the public are aware of them as this both facilitates information sharing and reporting and is likely to act as a deterrent. Of the public survey respondents, only 64 (14%) were not aware of any of the initiatives that the survey contained questions concerning. Although this represents some degree of success, all public respondents were users of the NTE and none of the initiatives surpassed an awareness level of 62% within this sample, suggesting that there is more work to be done here.

The second challenge identified concerns the alignment and collaboration of these initiatives. There would be merit to a strategic mapping exercise contributed to by all initiatives that facilitated a more coordinated, cohesive and complimentary coverage in terms of roles, remits, shift patterns, geographies and approaches. Consideration could be given to integrating sanctions, bringing together day time and night time initiatives and coordinating activity across the county. This could also play a part in combating offender displacement.

The final challenge concerns the approaches, resources and training practices employed by these initiatives. Innovative solutions, such as the use of drug testing technologies and breathalyser

equipment should be considered more broadly. A move to require all licensees to be part of one of the county's main NTE crime reduction initiatives should also be considered. Training, awareness of vulnerable populations, and information on how to handle and react to particular situations should be considered and handled consistently by all the initiatives with support from the police.

7.5 RAG assessment tool for new initiatives: design and application

Drawing upon the findings from the in-depth examinations conducted in section 6 and synthesised in sections 7.1 – 7.4 of this report, the research team have developed an evidence-based tool designed to assess whether new NTE initiatives proposed to the OPCC are worthy of support. The tool contains criteria which facilitate the application of the learning generated by this report to the assessment of new initiatives. These criteria are assembled under similar headings to those used in the framework for examining existing initiatives used in section 6 of this report. The key difference is that the tool presented here has been shaped by the assessment of these existing schemes. This will allow the OPCC to draw upon what is known about successful NTE initiatives operating in Gloucestershire when making decisions concerning the support of new initiatives.

The application of the tool requires some subjectivity, flexibility and context-informed judgement on the part of the OPCC assessor. When applying the assessment tool to a proposal for a new initiative, an assessor should use the criteria as a list of areas requiring attention, setting the benchmarks and thresholds for what is appropriate and required in each of these areas as they see fit. Every initiative is likely to require a unique set of characteristics and properties in these areas, and the purpose of the tool is to steer an assessor towards making judgements in appropriate areas rather than to provide strict benchmarks that each initiative needs to achieve.

The assessment tool employs a Red/Amber/Green framework. The use of Red should indicate that a criterion has been addressed insufficiently, and that this matter in its current state renders the proposed initiative not worthy of OPCC support. The use of Amber should indicate that a criterion has been addressed partially, and that some revision and/or close monitoring will be required to ensure that the matter is handled appropriately and that the initiative is worthy of support. When these measures are in place the Amber assessment could be changed to Green. The use of Green should indicate that a criterion has been addressed sufficiently and that no revision is required in respect to this criterion to render the initiative worthy of OPCC support.

Following the assessment against these criteria, a holistic judgement can be made about the suitability of the new initiative for OPCC support. It is recommended that no initiative is supported where a criterion has been assessed as Red. In this instance those involved in the initiative could be asked to conduct revisions or an application could be rejected outright. No threshold or benchmark has been set for the number of Amber criteria that render an initiative not worthy of support. This will depend on context and the extent of revisions required, but the research team would expect to see the majority of criteria assessed as Green in an initiative judged as worthy of support. The template for the tool is included here and at Appendix 11.

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| Office of the Police and Crime Commissioner for Gloucestershire: Assessment tool for new NTE initiatives | | | | |
|--|--|---|---|----------|
| Initiative: | Red: | Amber: | Green: | Comments |
| | Addressed insufficiently. Currently not worthy of support. | Addressed partially. Revision and/or close monitoring required. | Addressed sufficiently. No additional attention required at this stage. | |
| Purpose, aim and background: | | | | |
| <ul style="list-style-type: none"> Is the problem that the initiative is designed to address articulated clearly and of concern and relevance to those using and/or working within the NTE in Gloucestershire? | | | | |
| <ul style="list-style-type: none"> Were relevant stakeholders consulted to inform an assessment of this problem? | | | | |
| <ul style="list-style-type: none"> Are the aims of the initiative appropriate, realistic and articulated clearly? | | | | |
| <ul style="list-style-type: none"> If other initiatives already exist that seek to address this problem or associated issues, will this new initiative complement or duplicate this activity? | | | | |
| Design, implementation and operation: | | | | |
| <ul style="list-style-type: none"> Is the initiative's design based upon evidence of best practice? Is prior learning and/or experience utilised adequately? | | | | |
| <ul style="list-style-type: none"> Has appropriate consideration been given to start-up revenue and resources? | | | | |
| <ul style="list-style-type: none"> Have suitable management processes and structures been proposed, including (if appropriate) the appointment of a coordinator and/or external advisors? | | | | |
| <ul style="list-style-type: none"> Will the initiative bring together key stakeholders/existing networks and sustain their involvement? | | | | |
| <ul style="list-style-type: none"> Will the initiative encourage community participation, draw upon regular consultation and raise awareness of its work? How will the initiative utilise social media to achieve this? | | | | |

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| | | | | |
|--|--|--|--|--|
| <ul style="list-style-type: none"> • Are processes proposed that will ensure communication and effective information sharing between the new initiative and other key stakeholders/initiatives? Are the means of information recording and storage suitable and sufficient? | | | | |
| Resources, cost and sustainability: | | | | |
| <ul style="list-style-type: none"> • Is the initiative supported by a sustainable funding plan? If this draws upon membership fees, are these set appropriately? | | | | |
| <ul style="list-style-type: none"> • If volunteers are required is their involvement sustainable, realistic and appropriate? Is the balance between a retained, remunerated core and a volunteer contingent appropriate? | | | | |
| <ul style="list-style-type: none"> • If other resources or facilities are required, relied upon, or offered 'in-kind' at this stage, will access to them be sustainable? | | | | |
| Evaluation and performance measurement: | | | | |
| <ul style="list-style-type: none"> • Will information on performance and key achievements be recorded systematically and collected through an appropriate range of metrics? Will this include stakeholder and community consultation? | | | | |
| <ul style="list-style-type: none"> • Are suitable evaluation methods proposed that will facilitate periodic review and performance improvement and help identify areas requiring attention? | | | | |
| <ul style="list-style-type: none"> • Are processes proposed that will facilitate the ongoing assessment of the problem that the initiative was designed to address and ensure that the initiative evolves as/when the problem changes? | | | | |
| Overall | | | | |
| <ul style="list-style-type: none"> • Taking all of this in to account, is this initiative worthy of the OPCC support that is requested (i.e. do the strengths of this initiative outweigh any limitations and can changes be made to address any issues identified)? | | | | |

8. Conclusions

The project was successful in achieving its aims. This report has presented a comprehensive picture of crime and safety in Gloucestershire's Night Time Economy. In Gloucester and Cheltenham anti-social behaviour was most commonly identified as the 'biggest crime' problem by public survey respondents and business survey respondents. 'Alcohol' was most commonly identified as the 'biggest cause of crime' in both locations by public survey respondents with issues around assaults, public order, anti-social behaviour, litter, criminal damage and excessive noise all being linked by respondents to its consumption. Survey respondents were also concerned with drug offences. Despite these concerns, 50% of those who had visited Gloucester and 78% of those that visited Cheltenham selected the response options that indicated the two highest levels of perceived safety ('4' or '5' on a scale of 1-5). However, 50% of those who had visited Gloucester's NTE selected one of the three lower response options on this scale indicating lower levels of perceived safety (as opposed to 22% making the same selections in Cheltenham).

The report identified and examined nine crime reduction and community safety initiatives that are used in Gloucestershire's two largest Night Time Economies. Efforts to establish a safe, low crime Night Time Economy in Gloucestershire have come from a combination of various local and national initiatives and through contributions from a number of groups and organisations, and close working arrangements between key stakeholders have been an important facilitator here. Of particular note are the achievements of the Late Night Levy (LNL) in Cheltenham and the Business Improvement Districts (BIDs) in Gloucester and Cheltenham. The OPCC's contribution across this activity is significant. The examination of these initiatives illustrated the importance of community consultation and involvement, start-up revenue, sustained community support, information sharing and sustainable operation for successful function.

Finally, this report presented an assessment tool for the OPCC to use when assessing new NTE initiatives in Gloucestershire. This tool will allow an OPCC assessor to draw upon what is known about successful NTE initiatives operating in Gloucestershire when making decisions concerning the support of new initiatives.

Areas for sustained activity and/or further attention

The findings from this report point to a number of areas where sustained activity is important or where further attention is required:

- **Increasing awareness of NTE crime reduction and community safety initiatives among members of the public.**

With its partners, the OPCC should continue with efforts to increase awareness of the initiatives that are in place across the county that are tackling crime and increasing community safety in the NTE. Initiatives such as those considered in this report are at their most effective when the public are aware of them. High levels of public awareness both facilitates information sharing and reporting and is likely to act as a deterrent. Of the public survey respondents, only 64 (14%) were not aware of any of the initiatives that the survey contained questions concerning. Although this represents some degree of success, all public respondents were users of the NTE and none of the initiatives surpassed an awareness level of 62% within this sample, suggesting that there is more work to be done here.

- **Closer integration and strategic alignment of activity between NTE initiatives**

There is a small amount of duplication in effort, coverage and focus across the initiatives that were examined in this report. There are also areas where there would be value in closer alignment among and collaboration between these initiatives. There would be merit to a strategic mapping exercise contributed to by all initiatives to facilitate a more coordinated, cohesive and complimentary coverage in terms of roles, remits, shift patterns, geographies and approaches. Consideration could be given to integrating sanctions, bringing together day time and night time initiatives and coordinating activity across the county. This could also play a part in combating offender displacement. A move to require all licensees to be part of one of the county's main NTE crime reduction initiatives should also be considered.

- **The addition of further alcohol free 'safe spaces' in Gloucestershire's NTEs**

The Late Night Levy in Cheltenham has provided support to a new alcohol free venue in Cheltenham: the 'Sober Parrot'. A Gloucester venue, 'The Cavern', is another late night alcohol-free venue in the county, offering music and regular youth club nights. Such venues form an important part of the national move to establish 'safe spaces' for those using the NTE. Safe Space initiatives can involve volunteers, paid staff, St John's Ambulance, paramedics basing themselves in buses, cabins, trailers, buildings or hospitals to provide a place of safety and/or medical treatment to those who require such things. This could be an area where additional activity is required in Gloucestershire.

- **Addressing concerns about reduced police activity**

Significant effort, resource and financial support has gone in to the pluralised policing efforts in place in Gloucestershire's NTE. The large majority of the initiatives that contribute to this are supported by the OPCC either directly or via another mechanism. These initiatives represent a shift in the police and the community's approach to the policing of the NTE rather than a material reduction in the combined policing effort in the county (which some of the public survey respondents believed to be the case). It is important, therefore, that such initiatives and efforts are presented as part of the policing activity that those operating in the NTE deliver in partnership with the police, and that these messages are used to reassure those with concerns about reduced police activity.

- **On-going analysis of problems, cluster points and congestion in the NTE**

The efforts of the police and others to understand the problems that are occurring in Gloucestershire's NTE and the environmental factors that are contributing to these problems have been considerable. However, analysis of a crime or safety related problem, and of the environmental and physical characteristics of relevance to a problem, is not something that should be ever treated as 'complete'. Such problems are not static, and as they evolve and change so too should the strategies designed to combat them. As businesses open and close and NTE destinations vary in popularity the places where people cluster and congregate may change subtly requiring approaches to tackling crime and increasing community safety to evolve. Venue concentration in Gloucester requires a different approach than the more dispersed layout of Cheltenham, and the continued efforts of the police and planning and licensing authorities to examine these geographical locations in detail and tackle these issues are required here.

- **Integrated crime reduction to facilitate desistance and community cohesion: Lessons from Gloucester City Safe**

The Gloucester City Safe scheme has achieved a range of successes and the learning from their model and operation should be shared. Not only are members committed to the scheme (in terms of reporting relevant incidents and sharing information), but their use and support of its sanctions are

central to the impact that a non-police led/legally enforceable punishment can have within a community. The large majority (83%) of offenders desisted from further offending following a first sanction from the scheme. The shared application of situation crime prevention methods here has played an important part in strengthening community cohesion and increasing feelings of safety and security among members of the scheme. The heightened awareness of offenders and their behaviour that members identified as a benefit of the scheme illustrates how members have been successfully mobilised to support efforts to prevent the crimes that affect others.

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Appendices

Appendix 1: Public survey questionnaire

1. How would you describe your gender?

2. Age: under 18/ 18-24/ 25-34/ 35-44/ 45-54/ 55-65/ 65+

(Respondents would answer the following questions concerning Gloucester or Cheltenham)

3. How often do you visit Cheltenham Town Centre between the hours of 6pm – 6am?

Daily/ Several times a week/ Once a week/ Once a fortnight/ Less often

4. What was your main reason for your most recent visit to Cheltenham Town Centre during the hours of 6pm and 6am:

Employment related/ Accessing services [cash machines etc]/ Bar/Pub/club/ Food and/or eating out/ Entertainment facilities [bowling, cinema etc]/ Other

5. On a scale of 1-5, how safe did you feel in Cheltenham Town Centre? [1 being very unsafe, and 5 being very safe]

6. Was there anything in particular that made you feel unsafe during your visit to Cheltenham?

7. Was there anything in particular that made you feel safe during your visit to Cheltenham?

8. Were you aware of the presence of the police in the centre during your visit to Cheltenham?

Yes/ No

9. From the following options, what type of crime or behaviour do you think is the biggest problem in Cheltenham Town Centre during the hours of 6pm - 6am?

Anti-social behaviour/ Shoplifting and theft/ Violent offences/ Criminal damage/ Drug offences/ Other

(The remaining questions were formatted as follows and each concerned a different crime reduction and community safety initiative that operated in the NTE)

10. What do you know about the Student Community Patrol?

I haven't heard of it/ I have heard of it but don't know how effective it is/ I have heard of it and think it is very ineffective/ I have heard of it and think it is fairly ineffective/ I have heard of it and think it is fairly effective/ I have heard of it and think it is very effective

Appendix 2: Business survey questionnaire

1. In which location is your business (if in both sites, on which would you like to answer the questions)?

Cheltenham/ Gloucester

(Respondents would answer the following questions in relation to Gloucester or Cheltenham)

2. Which of the following trade classifications would you say that your business comes under?

Licensed premises: clubs, restaurants, pubs, bars and other/ Accommodation and food service activities (non-licensed)/ Retail: predominantly food/ Retail Non-food: Non-specialised stores or department stores/ Retail Non-food: Textiles, clothing and footwear/ Retail Non-food: household goods stores/ Retail Non-food: other specialist stores/ Retail Non-store retailing/ Retail: Automotive fuel/ Shopping centre public area, a general location, non-business location, other

3. On a scale of 1-5, how safe do you feel working in Gloucester centre during the hours of 6pm – 6am? [1 being very unsafe, and 5 being very safe]

4. Is there anything in particular that makes you feel unsafe when working in Gloucester during these hours?

5. Is there anything in particular that makes you feel safe when working in Gloucester during these hours?

6. From the following options, what type of crime or behaviour is the biggest problem for your business in Gloucester between 6pm-6am?

Anti-social behaviour/ Shoplifting and theft/ Violent offences/ Criminal damage/ Drug offences/ These crimes do not cause a problem for my business/ Don't know/ Other

7. If your business has been affected by one of the crimes mentioned in the previous question, please could you explain how?

8. From the following options, what would you say the biggest cause of crime is in Gloucester City Centre during 6pm-6am?

Poverty/ Drugs/ Alcohol/ Unemployment/ Too few police/ Other:

9. What contact does your business have with the police?

10. Through your contact with the police while at work, how effective have you found them to be at dealing with the things that you've reported to them?

Very effective/ Fairly effective/ Fairly ineffective/ Very ineffective/ Don't know/ My business has had no contact with the police

(The remaining questions concerned the crime reduction and community safety initiatives that operated in Gloucestershire's NTE. Respondents were asked the following four questions in relation to each scheme)

11. Have you heard of Gloucester Nightsafe scheme?

Yes/ No

12. Is your business connected with the Gloucester Nightsafe scheme?

Yes/ No/ Don't Know

13. How effective do you believe the Gloucester Nightsafe scheme is?

Very effective/ Fairly effective/ Fairly ineffective/ Very ineffective/ I don't know how effective it is

14. Why do you feel this way?

Appendix 3: CPO survey questionnaire

1. To what extent do you agree with the following statements? (please tick one box for each statement)

| | Strongly Agree | Agree | Neither agree nor disagree | Disagree | Strongly disagree |
|---|----------------|-------|----------------------------|----------|-------------------|
| Crime has reduced in the City Centre since the CPOs were introduced | | | | | |
| Anti-social behaviour has reduced in the City Centre since the CPOs were introduced | | | | | |
| The cleanliness of the City Centre has improved since the CPOs were introduced | | | | | |
| I feel safer in my place of work since the CPOs were introduced | | | | | |
| More people are coming to the City Centre since the CPOs were introduced | | | | | |
| The introduction of CPOs in the City Centre has eased the workload for the police | | | | | |
| The introduction of CPOs in the City Centre has been a success | | | | | |

2. How often do you see the CPOs patrolling?

A few times a day/ Once a day/ A few times a week/ Once a week/ Less frequently

3. Would you like to see more CPOs in the City Centre?

Yes/ No/ Unsure

4. Do you know how to contact the CPOs should you need to?

Yes/ No/ Unsure

5. What would you say has been the most successful aspect of the CPOs being introduced in Gloucester?

6. Are there changes that could be made to the CPO initiative?

Appendix 4: Stakeholder interview questions

- 1) What is your job title and role and which locations do you cover?
- 2) Do you think that the Town Centre is safe place to be during the evenings and night time?
 - a) Why?
- 3) What do you believe are the main issues of concern during the night time economy in the Town Centre ?
 - a) Where specifically are these issues occurring?
 - b) What are the effects of this for the public? For businesses operating in the Night Time Economy?
- 4) Tell me about your involvement in efforts to increase safety and tackle crime in the evenings and night time hours in the Town Centre?
- 5) Are there other schemes or initiatives that you're aware of that are trying increase safety or tackle crime in the Night Time Economy in Gloucestershire?
- 6) Does your initiative work with these other initiatives?
 - a) If so how?
 - b) If not, why not?
- 7) Do you have any ideas for new schemes or approaches which would be appropriate to decrease any types of crime or associated disorder during the night time economy in Gloucestershire?
- 8) Are there any additional comments you would like to make about Gloucestershire and/or the night time economy?

Appendix 5: Public survey crosstabulation table - awareness of police presence and feelings of safety

Were you aware of the presence of the police in the centre during your visit? * On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe] Crosstabulation

| | | On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe] | | | | | Total | |
|---|--|--|-------|-------|-------|-------|--------|--------|
| | | 1 | 2 | 3 | 4 | 5 | | |
| Were you aware of the presence of the police in the centre during your visit? | Yes | Count | 0 | 11 | 33 | 88 | 45 | 177 |
| | | % within Were you aware of the presence of the police in the centre during your visit? | 0.0% | 6.2% | 18.6% | 49.7% | 25.4% | 100.0% |
| | | % within On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe] | 0.0% | 35.5% | 36.7% | 43.3% | 38.8% | 39.8% |
| | No | Count | 5 | 20 | 57 | 115 | 71 | 268 |
| | % within Were you aware of the presence of the police in the centre during your visit? | 1.9% | 7.5% | 21.3% | 42.9% | 26.5% | 100.0% | |
| | % within On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe] | 100.0% | 64.5% | 63.3% | 56.7% | 61.2% | 60.2% | |
| Total | Count | 5 | 31 | 90 | 203 | 116 | 445 | |
| | % within Were you aware of the presence of the police in the centre during your visit? | 1.1% | 7.0% | 20.2% | 45.6% | 26.1% | 100.0% | |

Community Safety and the Night Time Economy

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|--|--------|--------|--------|--------|--------|--------|
| % within On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe] | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% |
|--|--------|--------|--------|--------|--------|--------|

Appendix 6: Public survey crosstabulation table - awareness of crime reduction/safety initiatives in the NTE and feelings of safety

Respondent is aware of at least one crime reduction/safety initiative active in the NTE * On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe] Crosstabulation

| | | On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe] | | | | | Total | |
|---|--|--|--------|-------|-------|-------|--------|--------|
| | | 1 | 2 | 3 | 4 | 5 | | |
| Respondent is aware of at least one crime reduction/safety initiative active in the NTE | Yes | Count | 5 | 27 | 81 | 173 | 97 | 383 |
| | | % within Respondent is aware of at least one crime reduction/safety initiative active in the NTE | 1.3% | 7.0% | 21.1% | 45.2% | 25.3% | 100.0% |
| | | % within On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe] | 100.0% | 87.1% | 89.0% | 84.8% | 83.6% | 85.7% |
| | No | Count | 0 | 4 | 10 | 31 | 19 | 64 |
| | % within Respondent is aware of at least one crime reduction/safety initiative active in the NTE | 0.0% | 6.3% | 15.6% | 48.4% | 29.7% | 100.0% | |
| | % within On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe] | 0.0% | 12.9% | 11.0% | 15.2% | 16.4% | 14.3% | |
| Total | | Count | 5 | 31 | 91 | 204 | 116 | 447 |

Community Safety and the Night Time Economy

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|--|--------|--------|--------|--------|--------|--------|
| % within Respondent is aware of at least one crime reduction/safety initiative active in the NTE | 1.1% | 6.9% | 20.4% | 45.6% | 26.0% | 100.0% |
| % within On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe] | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% |

Appendix 7: Public survey crosstabulation table - what type of crime or behaviour do you think is the biggest problem in the NTE and feelings of safety

From the following options, what type of crime or behaviour do you think is the biggest problem during the hours of 6pm - 6am? * On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe]

Crosstabulation

On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe]

| | | | 1 | 2 | 3 | 4 | 5 | Total |
|--|-----------------------|---|------|-------|-------|-------|-------|--------|
| From the following options, what type of crime or behaviour do you think is the biggest problem during the hours of 6pm - 6am? | Anti-social behaviour | Count | 0 | 15 | 61 | 133 | 74 | 283 |
| | | % within From the following options, what type of crime or behaviour do you think is the biggest problem during the hours of 6pm - 6am? | 0.0% | 5.3% | 21.6% | 47.0% | 26.1% | 100.0% |
| | Shoplifting and theft | Count | 0 | 0 | 3 | 17 | 7 | 27 |
| | | % within From the following options, what type of crime or behaviour do you think is the biggest problem during the hours of 6pm - 6am? | 0.0% | 0.0% | 11.1% | 63.0% | 25.9% | 100.0% |
| | | | 0.0% | 48.4% | 67.8% | 66.2% | 64.3% | 64.0% |

Community Safety and the Night Time Economy

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|------------------|---|-------|-------|-------|-------|-------|--------|
| | % within On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe] | 0.0% | 0.0% | 3.3% | 8.5% | 6.1% | 6.1% |
| Violent offences | Count | 1 | 8 | 6 | 9 | 4 | 28 |
| | % within From the following options, what type of crime or behaviour do you think is the biggest problem during the hours of 6pm - 6am? | 3.6% | 28.6% | 21.4% | 32.1% | 14.3% | 100.0% |
| | % within On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe] | 20.0% | 25.8% | 6.7% | 4.5% | 3.5% | 6.3% |
| Criminal damage | Count | 0 | 2 | 2 | 6 | 4 | 14 |
| | % within From the following options, what type of crime or behaviour do you think is the biggest problem during the hours of 6pm - 6am? | 0.0% | 14.3% | 14.3% | 42.9% | 28.6% | 100.0% |

Community Safety and the Night Time Economy

| | | | | | | | |
|---------------|---|-------|-------|-------|-------|-------|--------|
| | % within On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe] | 0.0% | 6.5% | 2.2% | 3.0% | 3.5% | 3.2% |
| Drug offences | Count | 4 | 4 | 13 | 26 | 19 | 66 |
| | % within From the following options, what type of crime or behaviour do you think is the biggest problem during the hours of 6pm - 6am? | 6.1% | 6.1% | 19.7% | 39.4% | 28.8% | 100.0% |
| | % within On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe] | 80.0% | 12.9% | 14.4% | 12.9% | 16.5% | 14.9% |
| Other | Count | 0 | 2 | 5 | 10 | 7 | 24 |
| | % within From the following options, what type of crime or behaviour do you think is the biggest problem during the hours of 6pm - 6am? | 0.0% | 8.3% | 20.8% | 41.7% | 29.2% | 100.0% |
| | % within On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe] | | | | | | |

Community Safety and the Night Time Economy

| | | | | | | | |
|-------|---|--------|--------|--------|--------|--------|--------|
| | % within On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe] | 0.0% | 6.5% | 5.6% | 5.0% | 6.1% | 5.4% |
| Total | Count | 5 | 31 | 90 | 201 | 115 | 442 |
| | % within From the following options, what type of crime or behaviour do you think is the biggest problem during the hours of 6pm - 6am? | 1.1% | 7.0% | 20.4% | 45.5% | 26.0% | 100.0% |
| | % within On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe] | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% |

Appendix 8: Public survey crosstabulation table –what are the biggest causes of crime in the NTE and feelings of safety

From the following options, what would you say the biggest cause of crime is during the same hours? * On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe] Crosstabulation

| | | On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe] | | | | | Total | |
|---|---------|--|-------|-------|-------|-------|-------|--------|
| | | 1 | 2 | 3 | 4 | 5 | | |
| From the following options, what would you say the biggest cause of crime is during the same hours? | Poverty | Count | 3 | 5 | 12 | 22 | 23 | 65 |
| | | % within From the following options, what would you say the biggest cause of crime is during the same hours? | 4.6% | 7.7% | 18.5% | 33.8% | 35.4% | 100.0% |
| | | % within On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe] | 60.0% | 16.1% | 13.3% | 10.8% | 20.2% | 14.7% |
| | | | | | | | | |
| Drugs | | Count | 1 | 8 | 13 | 31 | 17 | 70 |
| | | % within From the following options, what would you say the biggest cause of crime is during the same hours? | 1.4% | 11.4% | 18.6% | 44.3% | 24.3% | 100.0% |

Community Safety and the Night Time Economy

| | | | | | | | |
|--------------|--|-------|-------|-------|-------|-------|--------|
| | % within On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe] | 20.0% | 25.8% | 14.4% | 15.3% | 14.9% | 15.8% |
| Alcohol | Count | 1 | 11 | 42 | 119 | 58 | 231 |
| | % within From the following options, what would you say the biggest cause of crime is during the same hours? | 0.4% | 4.8% | 18.2% | 51.5% | 25.1% | 100.0% |
| | % within On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe] | 20.0% | 35.5% | 46.7% | 58.6% | 50.9% | 52.1% |
| Unemployment | Count | 0 | 3 | 13 | 15 | 8 | 39 |
| | % within From the following options, what would you say the biggest cause of crime is during the same hours? | 0.0% | 7.7% | 33.3% | 38.5% | 20.5% | 100.0% |

Community Safety and the Night Time Economy

| | | | | | | | |
|----------------|--|------|-------|-------|-------|-------|--------|
| | % within On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe] | 0.0% | 9.7% | 14.4% | 7.4% | 7.0% | 8.8% |
| Too few police | Count | 0 | 2 | 4 | 8 | 4 | 18 |
| | % within From the following options, what would you say the biggest cause of crime is during the same hours? | 0.0% | 11.1% | 22.2% | 44.4% | 22.2% | 100.0% |
| | % within On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe] | 0.0% | 6.5% | 4.4% | 3.9% | 3.5% | 4.1% |
| Other | Count | 0 | 2 | 6 | 8 | 4 | 20 |
| | % within From the following options, what would you say the biggest cause of crime is during the same hours? | 0.0% | 10.0% | 30.0% | 40.0% | 20.0% | 100.0% |

Community Safety and the Night Time Economy

| | | | | | | | |
|-------|--|--------|--------|--------|--------|--------|--------|
| | % within On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe] | 0.0% | 6.5% | 6.7% | 3.9% | 3.5% | 4.5% |
| Total | Count | 5 | 31 | 90 | 203 | 114 | 443 |
| | % within From the following options, what would you say the biggest cause of crime is during the same hours? | 1.1% | 7.0% | 20.3% | 45.8% | 25.7% | 100.0% |
| | % within On a scale of 1-5, how safe did you feel in the locations of interest? [1 being very unsafe, and 5 being very safe] | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% |

Appendix 9: Gloucester City Safe incident conversion chart

| Classification used in this report | Police recorded crime data classification | GCS data classification |
|---------------------------------------|---|--|
| 1. Anti-social behaviour | Anti-social behaviour | 3. Begging 4. Begging persistent 17. Kerb crawling 19. Noise nuisance 26. Rough sleeping 29. Street drinking |
| 2. Attempted theft | | 2. Attempted theft |
| 3. Being on the premises while banned | | 5. Being on the premises while banned |
| 4. Criminal damage | Criminal damage and arson | 8. Criminal damage/Graffiti/Vandalism |
| 5. Drug offences | Drugs | 22. Possession of drugs 23. Possession with intent to supply drugs |
| 6. Other | Other crime Vehicle crime Burglary Possession of weapons | 6. Breach of police bail 7. Breach of Section 35 (was 27) Order 10. Going equipped to steal 12. Hate crime 13. Illegal gambling 14. Inappropriate sexual contact 15. Infringement/Breach of ASBO / CPW / CPN / CBO 16. Joyriding 18. Misuse of ID 20. Other 21. Possession of an offensive weapon 24. Racial abuse 27. Section 35 issued 28. Smoking, underage or in prohibited area 31. Underage intoxication 32. Unlicensed street trading 33. Unlicensed taxi cab |
| 7. Public order | Public order | 9. Drunken and disorderly behaviour 11. Harassment/Threatening behaviour 34. Verbal abuse |
| 8. Robbery | Robbery | 25. Robbery |
| 9. Shoplifting and theft | Bicycle theft Other theft Shoplifting Theft from person | 30. Theft |
| 10. Violent offences | Violence and sexual offences | 1. Assault violence affray |

Appendix 10: Framework for assessing existing initiatives – blank template

| Framework for assessing existing initiatives | |
|--|-----------------|
| Initiative: | Key information |
| <p>Purpose and background: <i>Description of the initiative's location, size, scope, purpose, key stakeholders and involvement of the criminal justice system, partners and other community groups. If available, inclusion of information on its origins, background and the problem that it was set up to address.</i></p> | |
| <p>Implementation: <i>Description of the process of implementation for the initiative and the factors that were significant to this.</i></p> | |
| <p>Operation: <i>Description of how the initiative operates and functions, who/what this involves and how.</i></p> | |
| <p>Resources, cost and sustainability: <i>Consideration of available information relating to the resources required, the cost of these resources and the sustainability of the initiative.</i></p> | |
| <p>Key achievements: <i>Analysis of the key achievements and consideration of the initiative's benefits for those involved, the criminal justice system and the public.</i></p> | |
| <p>Community engagement and awareness: <i>Description of the way in which the initiative engages those who use and work within the NTE (and others) and analysis of the extent to which those who use and work in the NTE are aware of the initiative.</i></p> | |
| <p>Effectiveness: <i>Analysis of data relevant to effectiveness (perceived and/or actual).</i></p> | |
| <p>Limitations/areas for improvement: <i>Identification of limitations and areas for improvement.</i></p> | |

Appendix 11: Assessment tool for new NTE initiatives – blank template

| Office of the Police and Crime Commissioner for Gloucestershire: Assessment tool for new NTE initiatives | | | | |
|---|--|---|---|-----------------|
| Initiative: | Red: | Amber: | Green: | Comments |
| | Addressed insufficiently. Currently not worthy of support. | Addressed partially. Revision and/or close monitoring required. | Addressed sufficiently. No additional attention required at this stage. | |
| Purpose, aim and background: | | | | |
| <ul style="list-style-type: none"> Is the problem that the initiative is designed to address articulated clearly and of concern and relevance to those using and/or working within the NTE in Gloucestershire? | | | | |
| <ul style="list-style-type: none"> Were relevant stakeholders consulted to inform an assessment of this problem? | | | | |
| <ul style="list-style-type: none"> Are the aims of the initiative appropriate, realistic and articulated clearly? | | | | |
| <ul style="list-style-type: none"> If other initiatives already exist that seek to address this problem or associated issues, will this new initiative complement or duplicate this activity? | | | | |
| Design, implementation and operation: | | | | |
| <ul style="list-style-type: none"> Is the initiative’s design based upon evidence of best practice? Is prior learning and/or experience utilised adequately? | | | | |
| <ul style="list-style-type: none"> Has appropriate consideration been given to start-up revenue and resources? | | | | |
| <ul style="list-style-type: none"> Have suitable management processes and structures been proposed, including (if appropriate) the appointment of a coordinator and/or external advisors? | | | | |
| <ul style="list-style-type: none"> Will the initiative bring together key stakeholders/existing networks and sustain their involvement? | | | | |

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|--|--|--|--|--|
| <ul style="list-style-type: none"> • Will the initiative encourage community participation, draw upon regular consultation and raise awareness of its work? How will the initiative utilise social media to achieve this? | | | | |
| <ul style="list-style-type: none"> • Are processes proposed that will ensure communication and effective information sharing between the new initiative and other key stakeholders/initiatives? Are the means of information recording and storage suitable and sufficient? | | | | |
| Resources, cost and sustainability: | | | | |
| <ul style="list-style-type: none"> • Is the initiative supported by a sustainable funding plan? If this draws upon membership fees, are these set appropriately? | | | | |
| <ul style="list-style-type: none"> • If volunteers are required is their involvement sustainable, realistic and appropriate? Is the balance between a retained, remunerated core and a volunteer contingent appropriate? | | | | |
| <ul style="list-style-type: none"> • If other resources or facilities are required, relied upon, or offered 'in-kind' at this stage, will access to them be sustainable? | | | | |
| Evaluation and performance measurement: | | | | |
| <ul style="list-style-type: none"> • Will information on performance and key achievements be recorded systematically and collected through an appropriate range of metrics? Will this include stakeholder and community consultation? | | | | |
| <ul style="list-style-type: none"> • Are suitable evaluation methods proposed that will facilitate periodic review and performance improvement and help identify areas requiring attention? | | | | |
| <ul style="list-style-type: none"> • Are processes proposed that will facilitate the ongoing assessment of the problem that the initiative was designed to address and ensure that the initiative evolves as/when the problem changes? | | | | |
| Overall | | | | |
| <ul style="list-style-type: none"> • Taking all of this in to account, is this initiative worthy of the OPCC support that is requested (i.e. do the strengths of this initiative outweigh any limitations and can changes be made to address any issues identified)? | | | | |